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# COMMUNITY DEVELOPMENT

SONOMA COUNTY GENERAL PLAN SUMMARY





# COMMUNITY DEVELOPMENT ELEMENT

SONOMA COUNTY GENERAL PLAN

County planning  
Land Util.

Sonoma Co.  
" "

## SUMMARY

ADVANCED PLANNING DIVISION

SONOMA COUNTY PLANNING DEPARTMENT

NOVEMBER 1975

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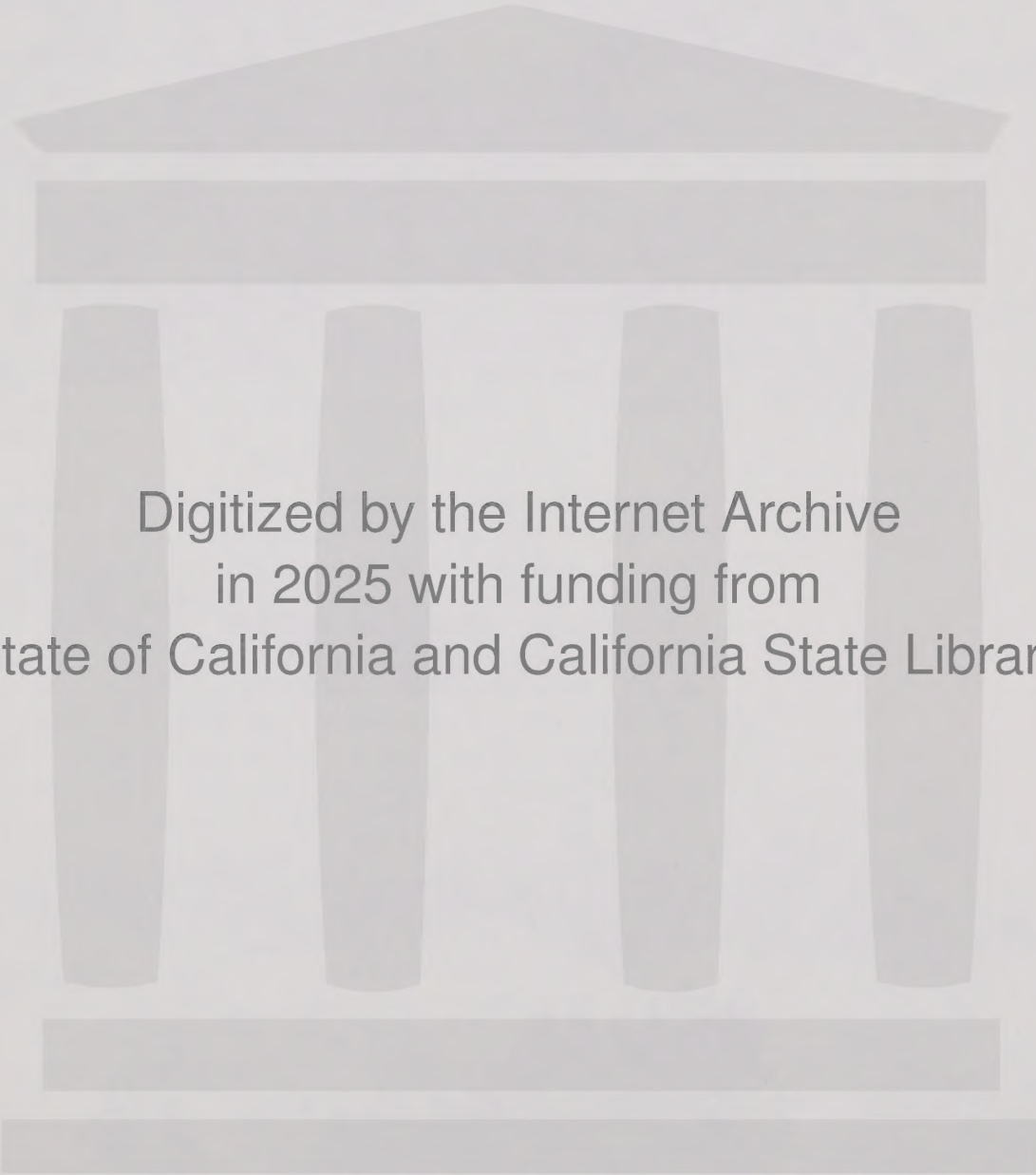
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# INTRODUCTION

## BASIS FOR PLANNING

The California Planning and Zoning Law requires the preparation and adoption of a comprehensive, long-term general plan for the physical development of cities and counties.

The law further states that a General Plan must be composed of certain elements. Two of these, Land Use and Housing, are the primary concern of this summary report. Together they represent the components of a comprehensive Community Development Element which not only is concerned with the physical development of Sonoma County but also addresses economic and social relationships.

Most of the General Plan elements now required were not mandated by state law until after the Board of Supervisors had already recognized the need to have a comprehensive physical development guide which would place a high priority on the protection and enhancement of Sonoma County's environmental quality. In 1968 the Board directed the County's staff to produce a countywide General Plan. A General Plan Program outline was completed in 1971 and, along with state guidelines, has formed the framework for Plan preparation.

Besides Community Development, the Sonoma County General Plan also includes two additional comprehensive elements: Environmental Resources Management and Transportation.<sup>(1)</sup> The elements of the General Plan are all, in varying degrees, related and interdependent, and together they provide a policy framework to guide the future of Sonoma County to the year 2000.

A fundamental product of the Community Development Element is the proposed Land Use Plan, which is the

<sup>(1)</sup> *The three comprehensive elements together are composed of the following mandated sub-elements: Land Use, Housing, Circulation, Noise, Scenic Highways, Open Space, Conservation, Seismic Safety and Safety. They also include the following non-mandated sub-elements: Transit, Bikeways, Air Quality, Aviation, Regional Parks, and Historic Preservation.*

mapped expression of General Plan goals and policies as they relate to the physical development of the County. The Land Use Plan is based on and expresses the premise that land use policy and decision-making which consider environmental factors can greatly reduce adverse impacts of growth in Sonoma County. The Land Use Plan is consistent with and is mutually supportive of the Open Space Plan in the Environmental Resources Management Element.

The planning process utilized in the General Plan Program also is based on a recognition of the interrelationship between land use and transportation. The cause and effect nature of this interrelationship is subject to debate, but the preparation of the Transportation Element was achieved by determining the transportation system impacts and requirements of the Land Use Plan and making adjustments in the latter when a feasible transportation system response could not be worked out.

The Community Development Element is based on a three-cornered foundation. Goals and policies developed by virtue of citizen committee participation provided the basic guidance for the element and its products; the principle of environmental suitability was also a fundamental factor. These were teamed with population, housing, and employment projections to evaluate whether a trend or market level of growth or some other level, should be accommodated over the next 25 years, and in what type of distributional pattern. The results of this process will be described in subsequent sections of this document.

The focus of the Community Development Element is a matter of countywide significance. Along with the other General Plan elements, it is intended to provide a general guide and framework for more detailed city and county plans. It does not replace these plans.

The County area studies provide an intermediate level of detail between the General Plan and the zoning procedure which applies to individual properties. In 1970 the Board of Supervisors initiated a series of area studies which have served as a better basis for land use decisions than had been previously possible.



Eighteen of these studies have been completed and adopted or are in preparation. They have been achieved in each case with local citizen participation. Determinations made in these studies are incorporated in the Land Use Plan, although in some instances suggestions for modification are made as a result of information and perspective developed as part of the General Plan Program.

For the most part, there is a high degree of concordance with the area studies, and with the city general plans. Where pertinent and acceptable, municipalities may adopt the Community Development Element or portions of it as additions or alterations to their own general plans. It is recommended that where applicable the municipalities amend their general plans to achieve consistency.

Adoption of the Community Development Element will amend and supercede previous phases of the Housing Element adopted in 1972 and 1973, and will have a similar effect on the Land Use Element incorporated in the Sonoma County Interim General Plan also adopted in 1973.

#### REGIONAL PERSPECTIVE

While the regional political relationships of Sonoma County have been debated for a long time, there is no question that in socio-economic terms, the County is in fact a part of the San Francisco Bay Region, and a regional perspective in that context must be considered in defining and resolving the planning issues facing Sonoma County.

Fundamentally Sonoma County's problems are its own to solve. To avoid interference from external forces, however, public agencies in the County will have to demonstrate that responsible policy making is being achieved locally. This includes a showing that the cities and the County are accepting a reasonable share of regional growth commensurate with the quality and diversity of life characteristic of Sonoma County. In the process of preparing the Sonoma County General Plan, state, regional, and local agency plans were reviewed and their policy relationships to the County's planning effort were considered. In addition, numerous meetings were held with state, regional and local agencies and an intergovernmental technical advisory committee was formed to assist the development of the Transportation Element and to review its land use and environmental relationships.

## LEVEL OF CONCERN

The Sonoma County General Plan is intended to be a guide for the conservation, growth and change of the County to the year 2000. It is not a specific plan which designates zoning, although state law requires consistency between zoning and the Land Use and Open Space Plans. It is a policy guide which carries statements of intent regarding the type of physical development needed to achieve social, economic and environmental goals and policies. The General Plan Elements offer guidelines for the future, but they do not in themselves become, or have the force of law. All of the recommendations must be implemented by other forms of public and private action.

The relationships between the mapped expressions of policy found in the Land Use and Open Space Plans, and their application to individual parcels of land, often can only be determined by an interpretive procedure which utilizes mapped information that could not be included in General Plan reports because of scale problems. Within the Planning Department there is a considerable data base which has been developed to be used in a supporting role to interpret the General Plan as it becomes applicable to the affairs of government.

## THE PLANNING APPROACH

### BACKGROUND: LAND USE AND HOUSING

Sonoma County is noted for its diversity of landscapes and living opportunities. Its variability in natural landscapes includes coastal areas, the rugged hills of the northwest and northeast, rich farmland valleys, rolling hills and bayfront marshes and flatlands. Its variety of living opportunities is found in eight cities, many unincorporated communities, rural residential areas, and many thousands of acres of farmland, grazing land, and forested areas.

Sonoma County is gradually changing from a rural agricultural county to a highly diversified urban-rural area which so far has benefitted from the best of both worlds. Sonoma County is increasingly being integrated into the Bay Area socio-economic fabric. In turn, the County is attracting residents from the Bay Area and other localities to its unspoiled hills and valleys. If the forces of growth are to be directed advantageously, it will be through long-term land use planning supported by a majority of Sonoma County residents.



In the Community Development Element, the County General Plan proposes to maintain the balance and integrity of the County's landscapes, lifestyle options, and socioeconomic diversity. This goal can be achieved with a firm Land Use Plan and by concerted implementation of the Housing Element. Left solely to relentless market forces, environmental quality will diminish, community identities will become blurred, valuable farm land will be lost, and opportunities to maintain distinctly separate and diverse lifestyles will lessen considerably, as will the availability of housing for low and moderate income individuals and families. The Community Development Element proposes that these environmental and socioeconomic values be sustained, but also proposes to accept a reasonable and responsible share of Bay Area growth.

#### THE FRAMEWORK FOR LAND USE PLAN DEVELOPMENT

The Land Use Plan combines citizen created goals and policies, and technical information. It also has been reviewed by citizens and public agencies. Using the goals and policies, the technical information has been molded to formulate several countywide land use alternatives. Included in the technical information was a variety of social, economic and physical characteristics developed through the use of a variety of inventories and the scrutiny of many documents. This effort consumed a substantial part of the General Plan program. The intention of the countywide Land Use Plan is to bring into focus how the County and the cities might collectively direct future growth in accordance with the stated or implied objectives of each jurisdiction. Interpreting the objectives of each jurisdiction with planning authority has not been an easy task despite the many policy documents which have been prepared over the past decade in Sonoma County. This is largely because the planning objectives which may have seemed logical and desirable even five years ago are generally in a state of flux.

In developing a countywide perspective for the future, an attempt has been made to piece together a composite of growth expectations and the manner in which they are to be accommodated according to the plans which have been created throughout the County. The planning prerogatives of individual jurisdictions are being acknowledged, but examination of the countywide implications of municipal policies and programs has led to recommendations concerning the size and extent of development practices of each city and certain special districts; in most cases the recommendations are consistent with the orientation of each jurisdiction.

## FUNDAMENTAL PRINCIPLES FOR LAND USE PLAN DEVELOPMENT

Planning cannot proceed without first addressing the question of how far into the future we should attempt to look. There are three basic approaches to long-term planning:

1. Plan to a specific horizon year, e.g. the year 2000.
2. Physical determinism in which the ultimate "carrying capacity" of the land is the determinant.
3. The composite approach, in which it is recognized that although planning for a specific population growth is subject to many uncertainties, a horizon year, e.g. 2000, must be chosen, but in regards to agriculture and other resources, a longer-term planning commitment should be made.

The physical determinism school of thought has been popular since the late 1960's as the environmental movement picked up strength and the pursuit of resource and hazards data consequently was accelerated in the United States. This method of planning does not deal with the question of estimating the probabilities of a given amount of extent of growth occurring during any particular span of time, but attempts to determine where and to what extent development can occur with the least environmental damage. It is assumed that anything short of realizing full development potential, or carrying capacity, would be all right. Carrying capacity analysis based on environmental suitability principles has been an aspect of plan development in the Sonoma County program, but it was recognized that this alone falls short of the full range of requirements needed for plan development purposes. Support for this belief is crucial to the acceptance and implementation of the General Plan.

There is simply too much population holding capacity in this County to rely exclusively on environmental suitability to determine development potential. Furthermore, despite advances in the procurement and analysis of information, the state of the art as it relates to understanding environmental impacts is not well enough developed for anyone to feel entirely secure in the application of the principle of environmental suitability. In the adaptation of that principle, the General Plan probably understates the problems, and overstates the capacity. The most responsible land use strategy for the County to use would be one of cautious concern in order to minimize risk. This is reflected in the recommendations of the Community Development Element.

Aside from the uncertainties associated with the application of environmental suitability, there are other reservations about relying solely on holding capacity to designate areas in which development may occur.

1. If too much land is designated for development, a condition is likely to arise which works against the principle of compact growth and could foster scattered development.
2. If the concept of holding capacity were practiced countywide without any relationship to the demand for growth, the excess capacity would provide a ready made sponge for any unanticipated shift northward in Bay Area growth; excess capacity may also be attractive to the spillover from the limited growth policies recently adopted by Marin and Napa counties.
3. The intelligent and efficient planning of public services and facilities depends upon the estimation of the timing of development and the amount expected to occur during the effective life of a public investment. As a practical matter, public investments cannot be aimed at infinity. Moreover, no existing population should be asked to plan for and finance public service requirements for an indefinite period.
4. Keeping expectations open for development on a widespread basis regardless of the need can hasten the demise of the agricultural industry because of the farmers' reluctance to make necessary operational investments in the face of real or imagined potential for capitalizing on growth, or because of their concern about becoming incompatible with encroaching urban development.

The General Plan Program does not attempt to envision physical development needs beyond the year 2000. The Land Use Plan reflects a planning approach based on the premise that the supply of land available for development during the next 25 years should not exceed the need. Implicit in this premise is that public service planning should coincide with needs during this period and should not be oriented toward greater capacities. This, in fact, is inherent in the Transportation Plan.



Where resource protection and management are concerned, planning only to the year 2000 is not totally satisfactory. From a private investment standpoint, a longer look into the future often must be taken. It has been felt imperative, therefore, that while urban and rural growth lines are only predictable at most to the year 2000, resource protection must be a goal transcending this horizon year. This has resulted in a composite planning approach which is reflected in the Environmental Resources Management Element as well as in the Community Development Element.

#### DEVELOPING THE LAND USE PLAN

The determination of physical needs development required investigation of population, housing and employment trends and possibilities. The initial effort is described in two reports prepared by the University Research Center: Baseline and Gronorth Projections (1974), and Countywide Population Projections (1975). The resultant determination was a projection of demand in population terms and concurrently an analysis of the distribution of the projection as it would most likely occur by the year 2000. Subsequently, alternative population distributions were developed and evaluated.

The demand projection inquiry led to the development of Baseline, the land use pattern likely to emerge by the year 2000 without a plan. Baseline was evaluated both for impacts and for the degree to which it fulfilled goals and policies; it proved deficient in both respects. The conclusion emerged that without a firm land use plan a desirable pattern of land use in Sonoma County could not be achieved.<sup>(1)</sup> It was also concluded that the accommodation of growth was in fact an overriding policy being pursued by all jurisdictions with planning authority and public utilities responsibility, and that Petaluma was the only community seriously questioning that policy.

The year 2000 County population projected in Baseline was 480,000, more than a doubling of the 1973 population of 225,000. Before attempting to develop a land use plan for the County, a second alternative was developed based on the assumption of a dramatic shift of employment and population growth toward Sonoma County. This alternative, called Gronorth<sup>(1)</sup> which projected a year

(1) *Advanced Planning Division, Sonoma County Planning Dept., Description and Evaluation of Baseline and Gronorth Land Use and Transportation Projections for the Period 1973-2000. 1974*

2000 level of population of 630,000, was rejected as undesirable by the Board of Supervisors. It was determined then that Sonoma County should plan for a specific level of population not to exceed the trend level of 480,000.

The next step in the technical process was to develop land use alternatives consistent with goals and policies drafted by citizen committees. The basic requirements of any land use plan for the County were identified:

1. Maintain distinct community identities by insuring separation between communities and avoiding continuous corridor sprawl.
2. Maintain compact boundaries in all urban communities.
3. Preserve agriculture.
4. Insure that development be located on environmentally suitable lands.

Utilizing these and other goals and policies as guides, three initial land use alternatives were developed which illustrated distinctly different concepts of distribution and growth levels. The three alternatives, City-Centered, Rural County Dispersed, and Decentralized, are discussed in the Sonoma County General Plan Bulletin: Sketch Plan Alternatives, published in 1974.

No definite decision on which alternative to pursue was reached. Consequently, two additional land use alternatives were developed, one representing a planned distribution of growth using a year 2000 population of 480,000, and the other expressing a planned distribution of growth at a population level of 380,000. These alternatives, Community Centered I and II, respectively, are described in the Sonoma County General Plan Bulletin: Composite Alternatives, published in 1975.

After an intensive review process, including presentations to county political bodies, County General Plan citizen committees, and open forum presentations in each of the County's nine Planning Areas, the Board of Supervisors directed the Planning Staff to develop a Preferred Alternative which follows the Community Centered concept, and which reflects a year 2000 population level of 430,000. The Community Development Element uses this directive as a basis for the Land Use Plan, which represents a "middle ground" between accepting an assumed market level of growth and severely restricting growth.

## DEVELOPING THE HOUSING ELEMENT

Work on the housing element phases of the General Plan Program began early in 1971. The Phase I Housing Element Report, completed in December, 1971, outlined some of the major issues which would be addressed in later versions of the Housing Element. The Phase II Housing Element Report<sup>(1)</sup> adopted in July of 1972, consisted of an inventory of the County's existing housing stock, identification of major issues and concerns, a summary of the 1972 housing attitude survey, and goals and policies for housing developed by the Citizens' Advisory Committee on Housing. The Phase III Housing Element adopted by the Board of Supervisors in August 1973<sup>(2)</sup> consisted of a review of major housing issues, general approaches toward dealing with these issues, a restatement of goals and policies and short range action steps to implement the goals and policies for housing.

The intent of the County Development Element is to integrate the three previous phases of work on the Housing Element. The core material of the previous housing element reports including goals, policies and action steps, will be presented as revised by the Board of Supervisors during May and June of 1975. Material included in the previous housing element reports but not repeated in this summary, will be incorporated in the Technical Report of the Community Development Element.

The past two years of the General Plan Program have focused on the development of a Land Use Plan. It now seems appropriate and necessary to revive housing as a major issue in Sonoma County. Specific programs oriented to housing will have to be developed in order to carry on the work which was begun in the Phase II and III reports. Subsequent sections of this Summary report will include most of the substance of these reports.

(1) *Advanced Planning Division, Sonoma County Planning Department, Analysis of Housing; a Study of Contradictions, 1972*

(2) *Advanced Planning Division, Sonoma County Planning Department; Implementing Housing Goals; A Coming Community Enterprise, 1974*



## MAJOR COUNTYWIDE ISSUES AND CONCERNS

### THE IDENTIFICATION OF ISSUES AND CONCERNS

The issues and concerns important to developing the Community Development Element have focused upon growth, environmental quality and housing as the key problem areas. A great deal of effort has been expended to elicit opinion from citizen, elective and non-elective bodies on how Sonoma County should act to deal effectively with the many issues and concerns raised regarding these problem areas.

The major issues and concerns of countywide significance have been identified over the past four years of the General Plan Program by virtue of contact with four countywide citizens advisory committees, the County Planning Commission, the Board of Supervisors, the Interdepartmental Coordinating Committee, the Technical Advisory Committee, the municipal staffs, city planning commissions and city councils, and various public agencies at all levels of government who have involvement in Sonoma County. Issues and concerns have also been ascertained as a result of the many area studies accomplished by the Current Planning Division of the County Planning Department, and because of contact with numerous civic, business, trade and professional organizations. Additional sources of information of particular significance were the Planning Area Forums conducted during the early months of 1975 in thirteen locations throughout the County, and the questionnaire on General Plan issues prepared as a joint citizen committee/staff effort and mailed to 9500 county residents on a random sample basis in February, 1975. (1)

The manner in which the resultant array of issues and concerns has elicited response in terms of goals and policies development, and in terms of subsequent General Plan recommendations which have been drafted by the Planning Department, will be covered in the remaining sections of this summary report.

The following presentation of major countywide issues and concerns, as well as ways of dealing with them,

(1)

*Advanced Planning Division, Sonoma County Planning Department, Sonoma County General Plan Bulletin-Questionnaire Results, 1975*

relies on three sources: 1) the Countywide Questionnaire; 2) a list of additional issues discussed and debated by the General Plan Advisory Committee; and 3) a series of issues resulting from discussions of the former Housing Committee.

#### COUNTYWIDE QUESTIONNAIRE RESULTS

1. Most people believe that Sonoma County is growing too fast, although this sentiment does not seem to prevail in the Healdsburg and Cloverdale areas.
2. There are more people who would like to have population growth slowed by one kind of government action or another than there are those who would not want government to actively attempt to reduce the rate of growth. This belief is especially strong in the portion of the County south of Santa Rosa.
3. A high percentage of people are concerned about the increasing cost of local government in Sonoma County.
4. A substantial majority of citizens are of the opinion that rural residential development should be allowed only where agriculture is difficult or impossible, or only where such housing is already being built.
5. There is a very strong feeling that agriculture should be preserved.
6. A majority of people perceive that air quality in Sonoma County is either good, but notably deteriorating, or is already poor. This perception is particularly acute in the Santa Rosa area.
7. A distinct majority of residents favor the idea that open space separating the cities should be maintained even if it is necessary for the public to purchase land or development rights for this purpose.
8. Most people believe that new housing should either be built only in the cities or mostly in the cities.
9. Of those Sonoma County residents who believe that there should be locations for public assisted housing in the County, a majority believe that such housing should be located within cities, but nearly as many citizens also believe that publicly assisted housing should also be located in small towns and in rural areas.



GENERAL PLAN ADVISORY COMMITTEE EXPRESSIONS REPRESENTING AT LEAST 75% AGREEMENT:

1. It is important to choose countywide and community growth targets as a basis for implementing the General Plan
2. New employment should be encouraged to the extent that it serves General Plan policy
3. A policy of high density development (cities) should be supported to minimize the need for new and expanded County roads
4. New or expanded rural residential areas should be approved only after a public service and cost-revenue analysis is performed
5. The County and the cities should jointly purchase land or development rights in the "pattern of growth" in order to maintain community identity and separation. Prompt action should be taken to acquire such land in areas now being threatened by development
6. Lot split restrictions, septic system requirements and other environmental controls should be used to limit or direct rural development, and development guidelines that mitigate environmental impacts should be required
7. Environmental holding capacity analysis should not be the sole determinant of population level
8. Restrictive zoning alone should not be used to retain prime agricultural lands
9. Williamson Act Agricultural or Open Space Preserve contracts should be promoted in agricultural or open space areas that are experiencing growth pressure
10. Government should be responsible to agricultural landowners only to the extent that fair taxation is imposed and incompatible land uses do not interfere with the productivity of the land
11. Agricultural land should be assessed at its agricultural, rather than market value. Better coordination of zoning and assessment practices would promote the retention of agriculture

12. "Highest and best use of the land" is not solely a market determination
13. Zoning alone does not necessarily confer development rights
14. Public interest should supersede private interest on the coast. Both private and public use of the coast should be consistent with environmental protection principles and the present characteristics of Highway 1
15. The General Plan Advisory Committee should take an active role in promoting the General Plan. Implementing the General Plan should be an ongoing committee effort. Citizen committees should have a closer relationship to the County Commission and Board of Supervisors

HOUSING COMMITTEE ISSUES, AS EXPRESSED IN PHASES II AND III OF THE HOUSING ELEMENT:

1. Housing costs are rising faster than income. A majority of families now living in Sonoma County can no longer purchase a new home in this County
2. In 1970, nearly half of the families who rented had to use more than 25% of their income for paying rent. This undoubtedly has worsened since then
3. Most Sonoma County residents prefer to live in single family dwellings. The long term trend, however, will be toward multi-family residences
4. In 1970, there were 9000 household needing assistance in Sonoma County because of the inadequate housing, or the inability to meet the need for shelter without significant financial hardship
5. Approximately 10% of all existing single family dwellings are in need of extensive repairs. The most serious housing problem from the standpoint of housing quality is the conversion of auto courts, vacation cottages, and migrant housing units to permanent occupancy
6. Existing efforts to solve housing problems are seriously deficient. Federal or state financing programs alone will not provide a solution to housing problems. The energies of local government, the citizenry, and private business must be marshaled at the local level



7. Commitment and coordination among local governments in Sonoma County toward resolving housing problems are lacking. The private agencies involved in seeking solutions work independently, often unaware of the efforts of others
8. There is need to encourage innovation in housing design and construction, and to encourage craftsmanship at a time when standardization tends to facilitate sterile, not creative, use of the land
9. A balanced mixture of parcel sizes should be provided in the rural, unincorporated areas as well as in the urban areas in order to avoid the exclusionary effect of large lot zoning





# COUNTYWIDE FINDINGS AND CONCLUSIONS

## GOALS AND POLICIES

### THE ROLE OF GOALS AND POLICIES IN DEVELOPING THE COMMUNITY DEVELOPMENT ELEMENT

The California Planning and Zoning Law requires the agency preparing a general plan to "consult and advise with public officials and agencies, public utility companies, civic, educational, professional and other organizations, and citizens generally to the end that maximum coordination of plans may be secured..."

Of particular importance to the development of the General Plan has been the contribution of citizen committees in providing the goals and policies that have served as a guiding framework for plan preparation. Citizen committee participation has included that function as well as others almost continuously since February, 1972 when the first two General Plan advisory committees were established.

The Citizens' Advisory Committee on Housing, and the Citizens' Advisory Committee on Open Space, Conservation and Recreation were open, non-appointed committees whose initial membership was attracted through solicitation from civic, business, trade, professional and public organizations representing a broad range of interests. These committees served through 1973 and were succeeded by the General Plan Advisory and Transportation Committees in February, 1974. The former is an open committee formed on the same basis as the previous committees while the latter is composed of appointments by the Board of Supervisors and the eight City Councils.

In their quest to provide a goals and policies framework for the General Plan, the committees proceed on the basis of the following definitions:

*A goal is defined as an ideal state of condition toward which effort is directed. It is an end to be sought although it may not be attainable. A policy is a course of action to be pursued toward attaining a goal, and it may also further define the goal.*

Goals and policies were formulated according to the following framework:

Major Category	Subcategories
I. MANAGED RESOURCE PRODUCTION	Geothermal Resources; Agriculture; Mineral Resources; Forestry; Commercial and Sport Fisheries; Water (related to other resources)
II. NATURAL AND HUMAN RESOURCES PRESERVATION	Historical and Archaeological Sites; Plant and Animal Life; Recreation Facilities; Geologic Features and Scenic Quality; Water Quality
III. PUBLIC SAFETY	Geologic Hazards; Flood Hazards; Fire Hazards
IV. SHAPING COMMUNITY GROWTH	Housing; Office and Commercial Land Use; Industrial Land Use; Institutional Land Use; Community Form; Sewage and Solid Waste Disposal, Water Supply, and other utilities
V. TRANSPORTATION	Roads, Transit, Scenic Highways, Airports, Bikeways, Noise, Air Quality
VI. ECONOMIC CONCERNS	Employment, Tax Base, Capital Priorities

Although there are overlapping references among all goal categories, the Community Development Element will be directly concerned with goals and policies within the categories of Shaping Community Growth and Economic Concerns.

#### GOALS AND POLICIES FOR THE LAND USE PLAN

The major goals and policies most directly relevant to guiding the development of the Land Use Plan are listed below in a paraphrased manner.

1. Utilize a Community Centered Concept
2. Promote compact urban growth
3. Maintain distinct community identities by insuring separation between communities



4. Accommodate a diversity of lifestyle opportunities, including both urban and rural
5. Preserve agricultural lands
6. Utilize environmental suitability criteria to locate rural growth and guide urban growth
7. Accommodate growth in a rationally phased manner in accordance with the ability of public agencies in the County to provide public services

These seven major goals are given equal status. Inherent in them are the principles of accepting a reasonable amount of growth while retaining the County's variety of lifestyle opportunities and preserving the County's environmental values.

#### GOALS AND POLICIES RELATED TO HOUSING

The major goals and policies most directly relevant to the development of the Housing Element are paraphrased below:

1. Provide and promote the improvement of education, communication, and coordination among public agencies and city and county residents concerning the subject of housing.
2. Provide an adequate and balanced mix of housing, both in terms of cost and type.
3. Take positive steps toward providing low and moderate income housing by involving both public and private interests.
4. Give active support and encouragement to the Housing Authority.
5. Review and revise high density and multi-family residential design standards to enhance individual privacy and dignity for occupants of such housing.
6. Explore innovative residential development concepts which put greater emphasis on the pedestrian and less emphasis on accommodating the automobile.
7. Make allowance for the development of new concepts of housing, and support programs which allow for experimentation in housing types.
8. Eliminate racial, ethnic, sex and age discrimination in the housing market in Sonoma County.

These goals were developed by the Citizens' Advisory Committee on Housing during 1972 and 1973. The goals were augmented by a series of action step recommendations adopted by the Board of Supervisors in July, 1973. The action steps constitute the short term means for implementing the goals for housing. They have been placed in a policy framework under the goal category of Shaping Community Growth.

## POPULATION PROJECTIONS

### THE NEED FOR POPULATION PROJECTIONS



Population projections are used by public agencies for two basic reasons. Most public services result from the needs of people. Projections are necessary in order to judge how many people need services in which locations during what period of time. In this day and age of environmental awareness, it is also important to measure impacts. People and their machines, and buildings

cause impacts; hence the degree of impact is associated with the number of people in a locality.

Projections are not new in Sonoma County. City general plans have included them, and major public projects have been preceded by them. The County Planning Department made a 1990 projection in 1964 for the county as a whole and a 1980 projection for the 22 watershed and planning sub-areas of the County. <sup>(1)</sup>

None of these projections, however, have been directly related to the distribution of residential land use. The supply of land allocated for various residential densities in municipal general plans has tended to be considerably larger than any reasonable expectation of land absorption during this century. This is particularly true of the older plans.

<sup>(1)</sup> Sonoma County Planning Department, *Population Trends and Projections*, 1964

The success of the Land Use Plan is highly dependent upon acceptance of the principle that the supply of land for development should not exceed the amount of growth to be accommodated for the next 25 years. It is our estimation that the application of this principle will not affect the cost of land until the later years of this planning period; prior to that time the question of supply and demand will have to be reassessed.

#### SELECTION OF A "MARKET TREND" PROJECTION

The first step in working out the supply/demand relationship reflected in the Land Use Plan was to determine the nature and extent of probable growth based on present trends and policies. The most plausible "Trend" projection for the County was determined to be one which was prepared by the California Department of Finance. The projection chosen is known as D-100, which is regarded by that Agency as the most reliable of our alternatives in a series published recently. (1)

This projection was done for the entire state, and included a Year 2000 estimate of approximately 480,000 for Sonoma County. The full meaning and underlying basis of D-100, as well as the reasons for its utilization and its relationship to employment projections are more fully described in the University Research Center publications noted earlier in this report.

The D-100 level of population is no longer being recommended as one which should be accommodated in Sonoma County regardless of the manner in which it is distributed.

Even if that level of population proved to be a reasonably accurate estimate of Sonoma County's share of state and regional growth, there are serious questions about the ability of public agencies in Sonoma County to respond with a level of services of satisfactory quality. It has become evident after 35 years of suburbanization in this country that areas in the forefront, or "cutting edge" of metropolitan expansion usually experience their greatest problems by virtue of the pace at which growth occurs. The breakdown of community systems often results from too much new demand on facilities and finances. A symptom of this is represented by the action of the Sonoma County city "first in line" for Bay Area development pressures. Petaluma's dwelling unit quota system was adopted in response to apprehension concerning the rate at which growth was taking place.

(1)

*California Department of Finance  
Population Projections for California Counties,  
1975-2020, June 1974*



Keeping abreast of transportation system requirements generated by a year 2000 population of 480,000 is likely to become an unmet challenge on a countywide basis. Inflationary escalation of costs has eroded the ability of all levels of government to expand road systems and provide transit alternatives. The Baseline analysis revealed major deficiencies which could be expected, especially in the Highway 101 corridor. (1) Attracting a Baseline population without adequate transportation system improvements will result in congestion levels that will degrade the quality of life in this County.

No less important to the County are the potential effects of a Baseline level of growth on environmental quality and the agricultural resource. The Baseline air quality analysis (2) cautioned that vehicular and stationary sources of pollution would generate serious air quality problems in the event of substantial delays or failures in state and federal emission control programs.

All the Planning Department summary reports produced during the preparation and evaluation of Baseline and subsequent alternatives pointed out the incompatibility of urbanization with the retention of the agricultural industry. The pressures on agriculture would be severe even with the adoption and implementation of the limited growth objectives inherent in the Community Centered 11 alternative, but are considerably greater at the Baseline level of growth even if that growth is oriented away from the productive agricultural areas as much as possible. Any significant growth will be to some extent disadvantageous to agriculture, but more than doubling the County's present population will not provide the best balance between the accommodation of growth and the economic and operational stresses placed on the agricultural industries.

In response to the growth-related concerns described in this portion of the Community Development Element summary report, the Board of Supervisors elected to pursue a course of action which would reduce growth pressures significantly, but which would not call for a highly restrictive development policy on a countywide basis.

(1)

*JHK and Associates Phase 111 Technical Report,  
Sonoma County Transportation Study, 1975*

(2)

*Sonoma County Advanced Planning Division,  
Sonoma County General Plan Bulletin - Summary  
Composite Alternatives, 1975*

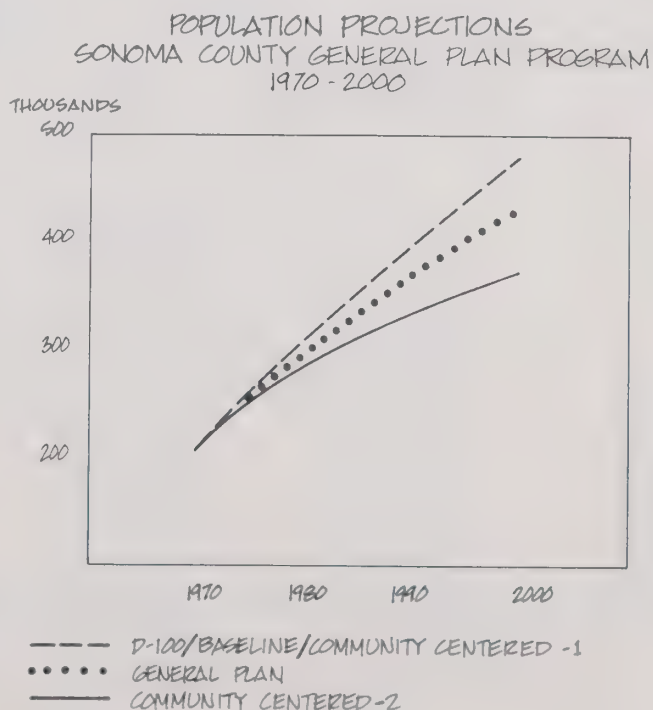
## SELECTION OF A POPULATION PROJECTION FOR THE GENERAL PLAN

The Land Use Plan is based on a population level of 430,000 by the year 2000. This is shown in Exhibit 1 along with the D-100/Baseline/Community Centered 1 projection and the projection associated with Community Centered 2. This projection assumes a declining rate after 1980, although in absolute numbers, population growth continues at a relatively high level. (See Exhibit 2). Associated with this projection is the assumption that growth continues at a declining rate after the year 2000.

The General Plan projection should not be regarded as a "self-fulfilling prophecy". It is instead an expression of policy on an upper limit of population for the next 25 years unless re-evaluation during the next two decades results in a different policy.

It would be tempting to regard the projection as inflated because of the current economic and energy problems facing the United States, and also because of the trend toward smaller families. However, the present trend towards a relatively low birth rate did not become widespread until after 1965. This means that family formation involving young adults born prior to that time will continue at a high rate for the next 15 years or so, and then will drop sharply for whatever period of time the present low birth rate era extends. This means that the demand for additional dwelling units will continue to stay at a high level until about 1990. Despite large doses of journalistic rhetoric and wishful thinking about a trend toward attracting people back into the central cities, urbanization on the metropolitan periphery will continue to be the dominant factor in housing growth.

Unless there is a severe and prolonged economic dislocation in the United States, it is logical to assume that the development industry will attempt to respond to housing demand in areas where it can be met best. Sonoma County undoubtedly will continue to be considered as one of those areas.



# SONOMA COUNTY POPULATION GROWTH

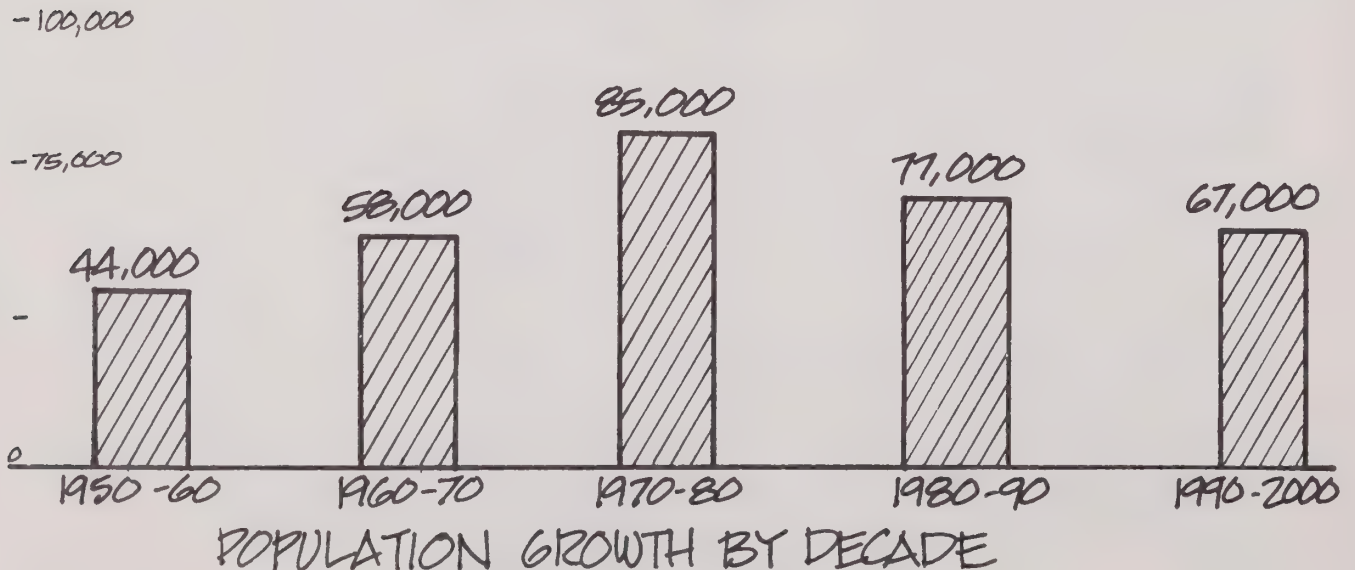
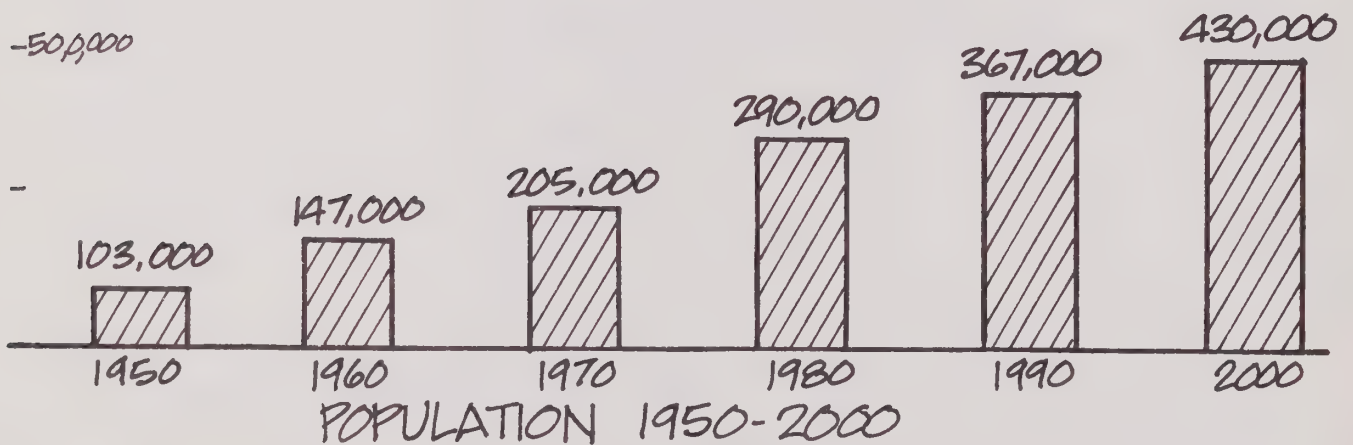
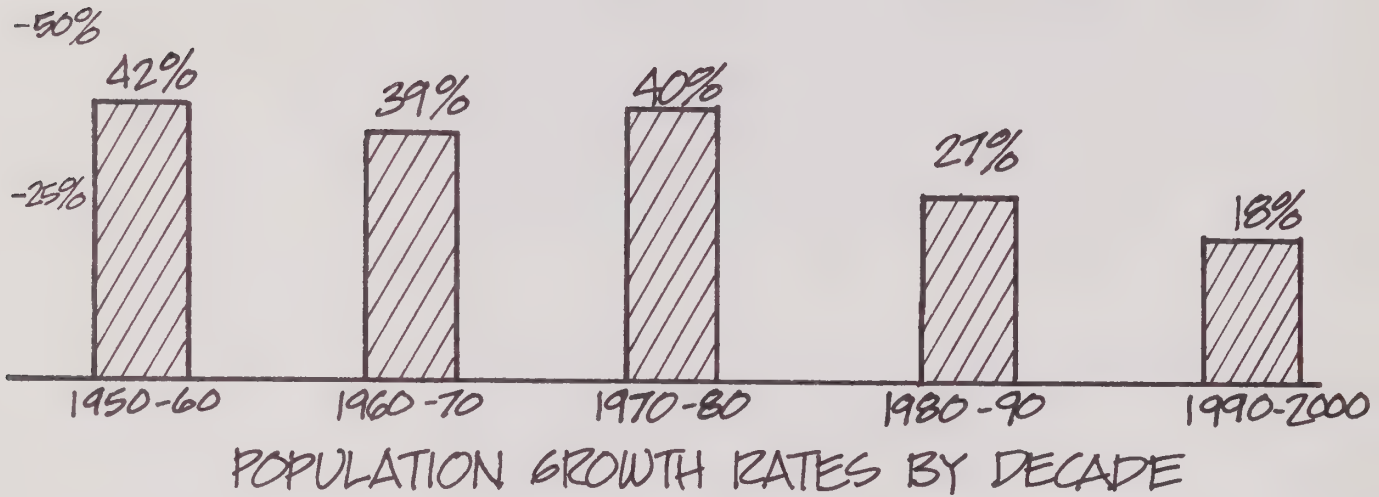




TABLE 1 COMPONENTS OF SONOMA COUNTY POPULATION GROWTH

	1960-65		1965-70		1970-72	
	Persons	%	Persons	%	Persons	%
Natural Increase	7,450	23	5,500	22	2,600	22
Net In-Migration	25,150	77	19,200	78	9,300	78
Total Increase	32,600	100	24,700	100	11,900	100

## REGIONAL IMPLICATIONS OF THE GENERAL PLAN PROJECTIONS

We believe the General Plan projection represents the acceptance of a responsible share of regional growth, commensurate with the needs of Sonoma County. Presently, 4.5% of the Bay Area's population resides in Sonoma County. No officially accepted Year 2000 projection for the Bay Area exists, but it is likely that providing for 430,000 people in Sonoma County would increase its share of Bay Area population. If the D-100 projection of 6.6 million for this area becomes a reality, Sonoma County would have 6.5% of its population. The suggested 430,000 population level, therefore, can hardly be construed as a "no-growth", exclusionary policy which would adversely affect the rest of the Bay Area, or which would be economically stifling.

LOCAL IMPLICATIONS OF THE GENERAL PLAN PROJECTIONS:  
THE CITIES

The Community Centered concept of land use calls for greater proportion of future growth occurring in the incorporated and unincorporated communities than has been the case to date. In 1973, about 67% of the County's population resided in these communities; the implementation of the Land Use Plan would increase this percentage to 81. Of particular importance is the assumption that 70% of the County's Year 2000 population would live in the eight existing municipalities.

The General Plan Countywide projection has little meaning unless the cities either accept the distribution as proposed or jointly work out another allocation within the countywide projection framework.

It is essential for the municipalities to acknowledge the growth market inter-relationships that exist in the County, and that the growth policies established for one community may affect neighboring communities. Interdependence should be recognized in order to demonstrate subregional responsibility in a fashion which will ward off further state or regional usurpation of local prerogatives.

The expectations of the cities are not significantly deviated from, so far as staff has been able to interpret municipal policies. The emphasis on urban growth appears to be in line with municipal preferences. It is important for the cities not only to recognize the suggested population projections, but also to accept the principle of matching the demand for growth to the supply of land available for it. The urban expansion areas indicated on the Land Use Plan involve more than 18,000 acres of land not presently within the incorporated limits of the cities. By any measure, this is ample room to house the 185,000 city residents anticipated between 1973 and 2000.

However, it is not necessary for City Councils to accept the suggested 25-year population distribution without reservation. The 1980 projections should be regarded as tentative goals, which if exceeded in any area would be the subject of discussion and negotiation within the auspices of a countywide review committee composed of city and county elected and advisory officials. Further, the proposed 25-year urban expansion areas should be accepted as the framework within which urban development for the next 5 years should be confined according to the principle of compact growth.

Effective planning depends on the timing of development as well as providing space for growth. "Timing and sequential controls" such as the dwelling unit quota procedure exercised by Petaluma are not being proposed at this time. A city-county monitoring system, however, should be developed which systematically records the development of the County both in terms of private construction and the provision of public services and facilities, and which also registers the resultant impacts and policy relationships.

It is a fundamental conclusion of the General Plan that the cities, the county, and the special districts should not collectively exceed a population of 430,000 by the year 2000 if adverse effects on the quality of life are to be avoided. If population growth by 1980 is occurring at a faster rate than is consistent with the long-range goal, growth limitation policies would have to be considered, or the long-range goal would have to be re-evaluated.

Further statements regarding the timing of growth are found in the Countywide implementation chapter.

#### LOCAL IMPLICATIONS OF THE GENERAL PLAN PROJECTIONS: THE UNINCORPORATED COMMUNITIES

Twelve unincorporated communities are expected to realize a population growth of at least 50%, in addition to the Agua Caliente-Boyes Hot Springs-Fetters Hot Springs-El Verano aggregation which may be unified with the City of Sonoma. This is in keeping with the Community Centered orientation of the General Plan. These communities are Bloomfield, Bodega, Bodega Bay, Freestone, Forestville, Glen Ellen, Graton, Guerneville, Larkfield/Wikiup, Occidental, Penngrove and Windsor. Windsor is on its way towards becoming the ninth municipality, and Larkfield/Wikiup could eventually be the tenth if a full range of urban services is desired.

The future growth, character, and economic viability of the unincorporated communities is a direct County responsibility, shared to some extent by the Local Agency Formation Commission. The type of government structure needed to cope with new growth and expanded size, and the fiscal options and local capability to provide adequate services is the subject of a study companion to the Sonoma County General Plan Program known as the Public Economics Program (P.E.P.). The methodology now being developed, using Penngrove and Larkfield/Wikiup as examples, should be applied to other communities where significant growth is anticipated. This should be an on-going function of the Planning Department.

#### NEW COMMUNITIES

The existing network of cities, towns and villages should serve as the focus of all new urban growth in Sonoma County. If new communities are considered,



their interposition should not be approved without fully documented justification. Moreover, the location of any such settlements should be consistent with the objective of avoiding sprawl and scattered growth, and with the Open Space Plan. A minimum distance of at least five miles from existing communities should be observed.

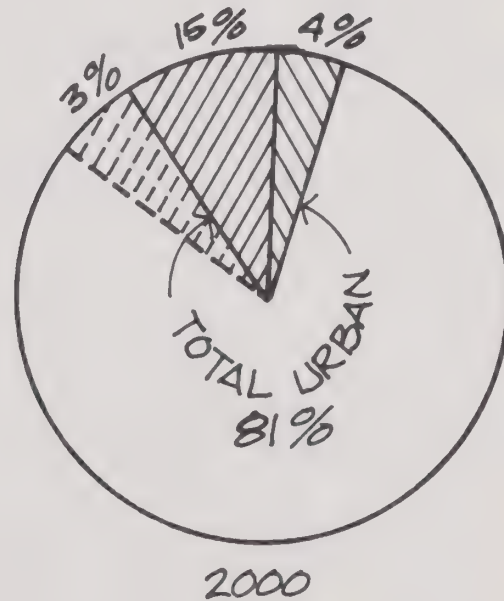
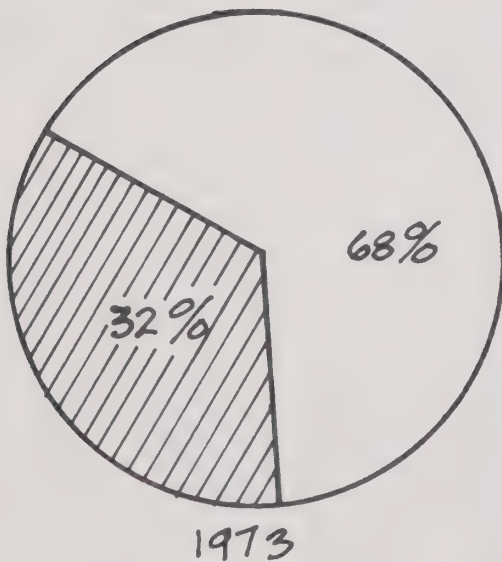
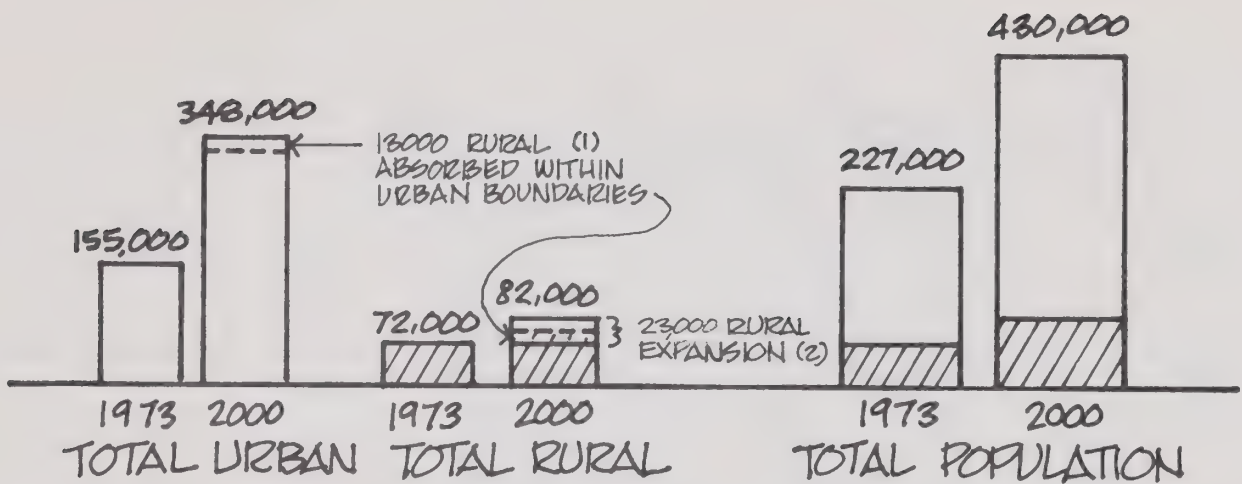
Additional pressures on resources, particularly agriculture, should be avoided. Sufficient contiguous buildable land to allow for a minimum population of 3,000-5,000 should be available.

The question of considering entirely new communities which are large in scale is probably academic. The prospects are poor that any would be proposed. This was pointed out in Sonoma County General Plan Bulletin: Summary-Sketch Plan Alternatives in a chapter on "New Communities in Sonoma County". It is likely, however, that pressures will arise to approve quasi-communities which are actually only residential developments without a true focus. The position taken in that report bears repeating: "Development activity of an urban or suburban characteristic should either take place in, or adjacent to existing communities, or stand alone with a reasonably broad range of public and private services and social opportunities along with the necessary financial base."

#### STATISTICAL SUMMATION

This section includes a set of tables and graphs which quantitatively describe the Land Use Plan and the growth projected for Sonoma County to the year 2000.

The charts on the following page depict rural and urban population growth. The land use categories and procedures used to generate these statistics are described on pages 38-40. The tables on pages 30 and 31 provide more specific growth statistics. They too relate to pages 38-40.



URBAN - RURAL POPULATION 1973 AND 2000 - %

[White Box] URBAN      [Diagonal Lines] RURAL      [Cross-hatch] RURAL EXPANSION (2)  
 [Horizontal Lines] RURAL ABSORBED WITHIN URBAN BOUNDARIES (1)

TABLE 2 URBAN/RURAL POPULATIONS BY PLANNING AREA FOR YEAR 2000

Planning Area	Urban <sup>1</sup>	Rural/Res. <sup>2</sup>	Other Rural <sup>3</sup>	Total Rural	Total Pop.	Urban %	Rural %
Coastal	2,750	4,735	315	5,050	7,800	65%	35%
Cloverdale	8,030	1,550	2,420	3,970	12,000	67%	33%
Healdsburg	24,190	3,325	3,485	6,810	31,000	78%	22%
Russian River	3,340	9,630	130	9,760	13,100	25%	75%
Santa Rosa	157,200	11,140	2,860	14,000	171,200	92%	8%
Sebastopol	12,745	15,100	655	15,755	28,500	45%	55%
R.P./Cotati	45,890	2,250	360	2,610	48,500	95%	5%
Petaluma	66,200	7,700	2,800	10,500	76,700	86%	14%
Sonoma Valley	27,325	10,135	3,740	13,875	41,200	66%	34%
SONOMA COUNTY	347,670	65,565	16,765	82,330	430,000	81%	19%

TABLE 3 NEW RURAL RESIDENTIAL

Expansion of <sup>5</sup> Rural Population <sup>5</sup>	New Rural Dwelling Units <sup>4</sup>	Acreage Absorbed by <sup>4</sup> Rural Development <sup>4</sup>
22,700	6,600	24,700

TABLE 4 PROJECTED CITY POPULATIONS

	1973	1980	1990	2000
Cloverdale	3,360	4,020	5,330	6,330
Healdsburg	5,720	8,430	12,320	14,460
Santa Rosa	59,830	88,330	123,010	149,850
Sebastopol	4,190	5,660	8,540	10,000
Rohnert Park	8,850	21,080	30,700	35,430
Cotati	2,200	5,260	7,680	8,860
Petaluma	29,800	36,750	49,600	66,150
Sonoma	4,650	5,800	7,730	12,200
Total	118,600	175,330	244,910	303,280
TOTAL COUNTY	227,500	287,800	365,100	430,000
% of TOTAL COUNTY POPULATION	52%	61%	67%	71%

1) Includes cities and unincorporated communities

2) Includes all rural residential categories

3) Includes agriculture and undeveloped categories

4) Does not include replacement or seasonally occupied houses

5) This refers to the population added to rural areas between 1973 and 2000.



TABLE 5 POPULATION AND ACREAGES OF THE CITIES: 1973 AND 2000

Population						Acres		
City	1973	Persons <sup>1</sup> Per Acre	2000	Persons <sup>1</sup> Per Acre	% Change	1973	2000	Acres Expansion
Cloverdale	3,360	(4.4)	6,330	(4.0)	88%	770	1,570	800
Cotati	2,200	(2.1)	8,860	(6.6)	303%	1,030	1,350	320
Healdsburg	5,720	(3.8)	14,460	(6.4)	153%	1,520	2,270	750
Petaluma	29,800	(5.9)	66,150	(6.9)	122%	5,050	9,570	4,520
Rohnert Park	8,850	(2.3)	35,430	(8.7)	300%	3,860	4,050	190
Santa Rosa	59,830	(3.9)	149,850	(5.8)	150%	15,340	25,830	10,490
Sebastopol	4,190	(4.0)	10,000	(5.3)	139%	1,050	1,870	820
Sonoma	4,650	(3.9)	12,200	(6.8)	162%	1,200	1,780	580
TOTAL	118,600	(4.0)	303,280	(6.3)	156%	20,830	48,290	18,460

TABLE 6 POPULATION AND ACREAGES OF UNINCORPORATED COMMUNITIES: 1973 and 2000

Population						Acres		
	1973	Persons <sup>1</sup> Per Acre	2000	Persons <sup>1</sup> Per Acre	% Change	1973	2000	Acres Expansion
Aqua Caliente								
Boyes Hot Springs	6,070	(8.2)	9,850	(6.9)	62%	740	1,420	680
Fetters Hot Springs								
El Verano								
Bloomfield	180	(0.7)	270	(1.0)	50%	260	260	0
Bodega	70	(1.4)	120	(2.4)	71%	50	50	0
Bodega Bay	350	(5.2)	1,400	(8.8)	300%	60	160	100
Cazadero	320	(4.6)	340	(4.8)	6%	70	70	0
Freestone	80	(1.0)	140	(1.8)	75%	80	80	0
Forestville	250	(1.0)	1,450	(3.0)	480%	260	490	230
Geyserville	1,150	(5.5)	1,400	(6.7)	22%	210	210	0
Glen Ellen	600	(3.8)	1,200	(3.8)	100%	160	320	160
Graton	870	(4.0)	2,000	(5.7)	130%	220	350	130
Guerneville	800	(2.4)	1,340	(3.0)	68%	330	440	110
Jenner	170	(2.1)	170	(2.1)	0	80	80	0
Kenwood	800	(5.0)	1,080	(5.2)	29%	160	200	240
Larkfield/ Wikiup	2,630	(4.4)	4,850	(4.1)	84%	600	1,190	590
Monte Rio	400	(2.9)	500	(3.6)	25%	140	140	0
Occidental	200	(2.5)	380	(4.8)	90%	80	80	0
Penngrove	600	(3.5)	1,500	(3.4)	150%	170	440	270
Valley Ford	40	(0.3)	50	(0.4)	25%	120	120	0
Windsor	1,700	(4.1)	9,150	(5.5)	438%	410	1,660	1,250
TOTAL	17,280	(4.1)	37,190	(4.8)	152%	4,200	7,760	3,560

1) Persons per acre is an average density figure which reflects all lands within the urban boundary including non-residential uses.

## EMPLOYMENT, INCOME AND AGE STRUCTURE PROJECTIONS

### EMPLOYMENT GROWTH



The General Plan employment projections indicate robust growth for the county's economy over the next twenty-five years. Jobs to meet the needs of a population of 430,000 will be available and for the most part, here in Sonoma County. However, these jobs are likely to be distributed among industries and among Planning Areas at considerable variance from today's structure.

As of 1973 the economic base of Sonoma County was still strongly related to timber and lumber and agriculture and food processing industries. Among industries whose products were exported out of the county, 11,400 of 28,800 jobs were directly related to agriculture, mining, food processing, lumber and timber.

Recently, several large firms whose product is unrelated to the resource base of the county have moved to Sonoma County. These firms moved here because of the fine rural atmosphere, the climate, the supply of workers, and the supply of comparatively cheap and available land. They are the so-called footloose industries; without heavy material inputs requiring expensive transportation, these firms can locate almost anywhere. Sonoma County can expect to attract an increasing share of this type of employer in the future.

The Sonoma County economy is undergoing another fundamental change. The County has reached a level of population size, and is surrounded by a sufficient secondary market, to support a regional center's array of retail and service industries. This should result in substantial gains in retail and service employment over the next twenty-five years.

70,200 people held jobs in Sonoma County in 1973. In addition to the work force employed within the County, approximately 15,100 people <sup>(1)</sup> commuted

<sup>(1)</sup> *Sonoma County General Plan Bulletin: Commuter Survey, 1973.*

from Sonoma County to other counties, principally Marin, San Francisco, and Alameda, for employment. Between 1970 and 1973 the number of commuters climbed by 3,400. During that same period, in-county jobs increased by about 4% and population grew by about 10%, while commuting expanded by almost 30%. Even with moderate success in locating in-county jobs for commuters, the total number of people living in Sonoma County and working elsewhere is likely to grow considerably over the next twenty-five years, although the proportion of the work force having to commute is not expected to increase significantly. In 1973, the percentage of commuters in the work force was approximately 18, while by the year 2000 the percentage is expected to be 19. By comparison more than 46% of the employed residents of Marin County worked outside that County in 1970.

Tables 7 and 8 quantitatively describe the employment trends projected for Sonoma County.

Table 9 summarizes the Planning Area distribution of total county employment. More detailed employment information is included in the Planning Area section of this report.

TABLE 7 SUMMARY OF EMPLOYMENT PROJECTIONS FOR SONOMA COUNTY

	1970 <sup>(1)</sup>	1973 <sup>(2)</sup>	2000
POPULATION	205,200	227,500	430,000
TOTAL EMPLOYMENT <sup>(3)</sup>	67,630	70,200 <sup>(4)</sup>	145,130
BASIC <sup>(5)</sup>	27,240	28,810	46,750
POPULATION SERVING <sup>(6)</sup>	40,400	41,400	98,380
COMMUTERS			
IN-COMMUTERS	1,780	2,400	4,600
OUT-COMMUTERS	11,720	15,100	34,600

Source: University Research Center, 1975

- (1) Unless specified otherwise, figures for 1970 are for July 1.
- (2) Unless specified otherwise, figures for 1973 are for January 1.
- (3) Figures shown are average annual employment.
- (4) Figures are average annual employment for 1972.
- (5) Basic employment includes industries whose product or service is principally marketed outside the county.
- (6) Population serving employment includes industries whose product or service is principally marketed inside the county.



TABLE 8 EMPLOYMENT ESTIMATED BY INDUSTRY GROUPS, 1973-2000

Employment	1973	2000	1973-2000 % Change
Agricultural/Mineral	6,300	4,600	-27
Manufacturing	9,500	19,800	+108
Wholesale	3,300	6,500	97
Retail	10,600	31,700	199
Service	22,400	39,600	77
Utilities/Transport	3,600	7,100	103
Government	13,200	31,600	139
Recreation	1,600	4,200	113
TOTAL	70,400	145,100	106

TABLE 9 ESTIMATED TOTAL EMPLOYMENT 1973-2000 BY PLANNING AREA

	Total Employment 1973	1973 Proportion of Total	Total Employment 2000	2000 Proportion of Total
Sonoma	7,200	10.2%	10,800	7.5%
Petaluma	8,100	11.4%	20,800	14.3%
Rohnert Park/Cotati	3,300	4.7%	14,100	9.7%
Sebastopol	4,900	7.0%	7,100	4.9%
Russian River	1,800	2.6%	3,600	2.5%
Healdsburg	5,100	7.3%	9,400	6.5%
Cloverdale	3,300	4.7%	4,300	3.0%
Coastal	900	1.3%	2,000	1.4%
Santa Rosa	35,700	50.7%	72,900	50.2%
COUNTY TOTAL	70,400	100.0%	145,100	100.0%

## THE BASELINE EMPLOYMENT COMPARISON

In the Population Projections chapter, the point was made that the Baseline, or "market" level of growth was not chosen as the basis for the development of the Land Use Plan. The employment implications of this decision in economic terms have been determined.

Total employment in the county will grow under the Land Use Plan at a yearly growth rate of only 2.6% from 1973 to 2000. However, under the Plan it is anticipated that employment will grow at an annual rate of 4.5% from 1973 to 1980. While this is a lower growth rate than that of 4.6% under Baseline for the same period, it does represent a noticeable increase over the growth rate of total employment experienced in the county from 1960 to 1970 of 3.7% per year. The Plan anticipates the creation of an additional 25,000 jobs in the county between 1973 and 1980.

As with population, the high growth rate of employment in this decade would be offset by the slower growth of employment in future decades as population growth rates decline. Under the Land Use Plan, the growth rate of out-commuting to jobs outside the county would be high in the 1973 to 1980 period (6.2% yearly), but sharply reduced from 1980 to 1990 (1.6% yearly). This reduction in out-commuting is dependent on the creation of an additional 25,000 jobs in the county between 1980 and 1990, including some 5,000 new jobs in basic industries, such as manufacturing.

The number of out-commuters (local residents working outside the county) increases from 1973 to 2000 under the Plan by about 19,500 as against an increase of about 25,000 under the market projection. The Plan results in more than a doubling of out-commuters.

In terms of the composition of employment, the most dramatic effect of the Plan will be to increase employment in agriculture by about 2,000 jobs in the year 2000 over the number of such jobs that would have resulted from market growth. This is due to the fact that the Plan results in the preservation of a number of productive agricultural areas in the county that would have been lost to urban and rural sprawl under Baseline.

## INCOME AND AGE DISTRIBUTION

Under the conditions associated with the Land Use Plan, the income of the average household in the county in the year 2000 will be only slightly lower than the Baseline level (1.4% lower). There are only slight differences in the household income distribution between the Plan and Baseline in the year 2000. The income distribution of Baseline puts somewhat more families in higher income brackets. This implies that the social structure of the county will not be affected seriously, although admittedly the household income distribution of an area is a crude view of the social structure of that area.

The age distribution of an area is also another view of its social structure. Again, in this regard, the Plan will not result in any dramatic shift in the age structure of the County. Age distribution projections are found in an accompanying table.

## THE LAND USE PLAN

### THE LAND USE PLAN: GENERAL DESCRIPTION



The Land Use Plan is comprised of three distinct parts. First, the Land Use Plan includes all goals and policies related to land use, and utilizes them as guides for land use decisions. Second, the Land Use Plan is a mapped expression of year 2000 land use with a population of 430,000. Third, the Land Use Plan includes descriptions and interpretations of the Land Use Plan designations, relevant portions of other General Plan Elements, and

more detailed information which will be compiled in the General Plan information system.

The mapped expression of land use represents sufficient land to accommodate the year 2000 population and it specifically proposes the location of residential land uses, using General Plan criteria as guides. Each land use category is general, allowing a range of densities and flexibility in the manner in which growth could occur in a given area. The mapped expression also shows projected year 2000 urban boundaries for both incorporated and unincorporated urban communities.



TABLE 10

COMPARISONS OF INCOME DISTRIBUTION FOR SONOMA COUNTY:  
 BASELINE AND THE PROPOSED LAND USE PLAN  
 YEAR 2000

INCOME (1969 DOLLARS)	PERCENT OF HOUSEHOLDS	
	BASELINE	PLAN
Up to \$4,000	16.2%	17.3%
\$4,000 to \$6,000	10.0	10.8
\$6,000 to \$10,000	23.0	23.9
\$10,000 to \$15,000	28.9	28.5
\$15,000 and Up	21.9	19.5
TOTAL	100.0%	100.0%

Source: University Research Center, 1975

TABLE 11

COMPARISONS OF AGE DISTRIBUTION FOR SONOMA COUNTY:  
 BASELINE AND THE PROPOSED LAND USE PLAN  
 YEAR 2000

AGE	PERCENT OF POPULATION	
	BASELINE	PLAN
0 to 4	8.8%	8.6%
5 to 19	26.7	26.2
20 to 34	19.3	18.9
35 to 59	30.8	32.2
60 and over	14.4	14.1
TOTAL	100.0%	100.0%

Source: University Research Center, 1975

## LAND USE PLAN MAP

The Land Use Plan mapped expression at its largest scale contains ten generalized land use categories. In the Summary Report the ten categories have been reordered into six categories.

### UNDEVELOPED

This land use category includes forests, grasslands, mountainous areas, marshes, parks, and extensive agriculture such as grazing, and is generally unsuitable for non-resource oriented residential development. Population growth in some areas of the County is projected in this category without designating specific locations for development.

### AGRICULTURE

This land use category includes productive agricultural lands, primarily orchards, vineyards, and dairies. Lands in this category are not designated for rural development because of the high priority to retain agriculture.

### AGRICULTURE AND RESIDENTIAL

This land use category is characterized by a combination of large acreage productive agriculture and small acreage rural residential development. Population growth projected for this land use category should be subject to strict development guidelines in order to avoid conflicts between residential development and agricultural production.

### RURAL RESIDENTIAL

This land use category contains existing or projected rural residential development at densities (1-10 acres per dwelling unit) which generally preclude the economic function of the land. This category receives most of the projected rural growth, with a goal to maintain a rural level of public services not requiring sewer service.

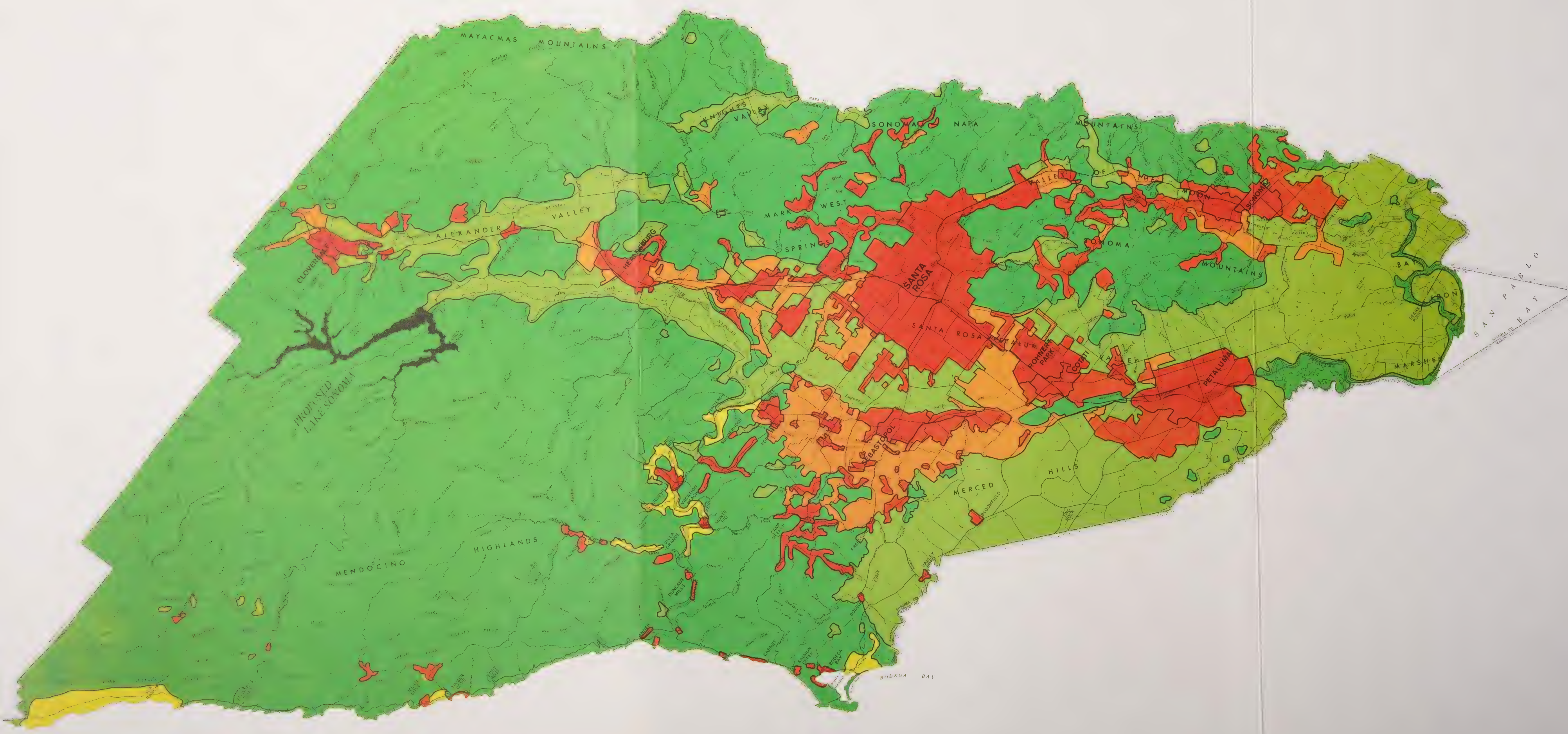
### SECOND HOME DEVELOPMENT AND RIVER RESORT AREAS

This land use category includes coastal second home subdivisions and residential areas along the Russian River where densities are as high as six units per acre. These areas contain both permanently and seasonally occupied dwellings.

### URBAN


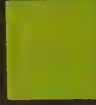


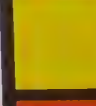

This land use category includes all land uses within the projected boundaries of the cities, identified unincorporated communities, and mixed land use areas. Most of the projected population growth will occur within this land use category.





# LAND USE PLAN

## LEGEND

-  UNDEVELOPED
-  AGRICULTURE
-  AGRICULTURE AND RESIDENTIAL
-  RURAL RESIDENTIAL
-  SECOND HOME DEVELOPMENT AND RIVER RESORT AREAS
-  URBAN



## COMMUNITY DEVELOPMENT

SONOMA COUNTY GENERAL PLAN





## URBAN AND RURAL LAND USE DETERMINATIONS

The determination of urban and rural land use for year 2000 is directly related to the population projection of 430,000 distributed to Planning Areas (1) and Census Tracts (2). The Planning Area and Census Tract distribution of population provides the basis for determining the amount of land required in each land use category and for setting Planning Area and Census Tract growth objectives. For each Planning Area and Census Tract, there are both urban and rural population projections.

Urban land use boundaries were determined through a combination of population projections and local policy desires. City boundaries were first mapped in accordance with municipal general plan or other policy guidelines. Then the areas within these boundaries were evaluated for constraints to growth such as agriculture, steep slopes, irregular lot patterns, and flooding problems. The boundaries were adjusted accordingly and were then modified, when necessary, to correspond more closely to the amount of land necessary to meet the growth projections. The boundary recommendations were then reviewed with city staffs and adjusted as a result of their input.

In unincorporated urban areas, County Area Study land use plans were used as guides to urban boundary determinations. In some cases, the level of growth projected for communities is less than the holding capacity indicated in the area plans. In communities where prior studies had not determined urban boundaries, suitable lands sufficient to meet the growth projection were included within the year 2000 urban boundary.

(1)

*Planning Areas: Nine sub-areas of the County whose boundaries were determined by the County of Sonoma for the Sonoma County Transportation Study.*

(2)

*Census Tracts: Forty-three sub-areas of the County whose boundaries were determined in 1969 by joint efforts of the County of Sonoma and the U.S. Bureau of the Census: Census Tracts form the basis for Planning Area Boundaries.*

In developing the Land Use Plan it has become apparent that basic commitments to growth in the cities and some unincorporated communities are sufficient to meet the year 2000 urban growth level portion of the total county population projection of 430,000. In some cases, reduction in commitments are recommended because, if honored, they would result in an excessive imbalance between land supply and growth demand or the loss of community identity through geographic coalescence with another community.

Rural residential land uses were designated utilizing population projections and environmental suitability criteria. It should be emphasized that all land which might be suitable for rural development was not designated for such development. The amount of land designated for rural development is sufficient to meet the projection for rural development within a given census tract. The projection for rural development within a given census tract is dependent upon such variables as past rural growth trends, City and County policies toward rural development, accessibility to employment centers, and road system capabilities, and environmental suitability for development. Environmental suitability criteria used in making land use determinations are listed below.

The amount of land suitable for development in many cases exceeded the projection of rural growth. In these instances, the sequence of locating areas for rural development was, first, to identify areas already committed to rural development in Baseyear; second, to intensify (reflect the infilling of) rural development in environmentally suitable lands partially developed in Baseyear; third, to identify new, environmentally suitable lands for rural development. This sequence assumes that rural development should be located in already committed areas or clustered in new areas to minimize both public service costs and potential conflicts with agriculture.

#### ENVIRONMENTAL FACTORS AND ASSUMPTIONS USED IN THE PREPARATION OF THE LAND USE PLAN

##### 1. Agricultural Lands

- a. Productive agricultural lands are maintained in parcel sizes consistent with existing agriculture activity.



- b. Agricultural preserves are maintained.

## 2. Soils

- a. Rural residential development is located in areas that demonstrate septic acceptability, consistent with population projections made for each Planning Area.
- b. Areas of the county that do not demonstrate septic acceptability are maintained in large parcels.
- c. In areas that do not demonstrate septic acceptability but have existing small parcels and other development commitments, development potential is acknowledged, subject to site specific public health requirements.

## 3. Public Safety

- a. Residential development was not located in the 100 year floodplains, except in urban areas where mitigation measures are expected to be engineered, and where existing parcelization presupposes development rights; in the latter case, site specific building and engineering requirements must be met.
- b. Fault zones were regarded as locations requiring special site specific design considerations for development, based on geologic engineering investigations.
- c. Steep slopes exceeding 30% were assumed to be prohibitive to development.
- d. If other environmental factors were favorable to development in areas with slope instability problems, residential development was designated when consistent with Planning Area population projections, subject to site specific resolution of any hazardous conditions.

## 4. Water Supply

- a. High density rural residential development (1-5 acres/dwelling unit) was not located or expanded in areas defined as "marginal water availability areas" or "areas requiring proof of water" on the Groundwater Availability map prepared by the California

Department of Water Resources<sup>(1)</sup> except in circumstances where existing parcelization presupposes development rights. In this case, geologic reports would be required to substantiate water availability.

## 5. Open Space

- a. Lands proposed to function for community form and separation purposes are expected to be maintained in large parcels (at least 10 acres) by virtue of zoning regulations or some form of public acquisition, depending on the circumstances involved, and further study.
- b. Unique features such as unique biotic areas, marshes, and existing and potential parks, are excluded from development.

## RELATIONSHIP OF THE LAND USE PLAN TO THE ABAG REGIONAL PLAN

The Regional Plan 1970:1990 prepared and adopted in 1970 by the Association of Bay Area Governments is based on the concept of a city-centered region. The main idea of this concept is to accommodate future urban growth in existing or new urban communities. The concept incorporated the following broad objectives:

1. Identifiable concentrations of urban development around community centers.
2. Extensive open space and conserved areas.
3. Improved environmental quality.
4. A multiple-mode transportation system.
5. An operational regional organization.
6. Strong intergovernmental cooperation, coordination, and citizen participation.

The Sonoma County General Plan attempts to relate to and be consistent with all of these objectives excepting No. 5 which involves a battleground whose combatants do not normally include local planners.

(1)

*State of California, Department of Water Resources, Evaluation of Groundwater Resources - Sonoma County Bulletin No. 118-4, June 1975.*

The Regional Plan includes a map of major land uses and transportation facilities. The growth pattern illustrated on the map focuses on the cities but indicates a continuous band of urban development from Petaluma to Santa Rosa. Also indicated are a number of "Controlled Development" areas dispersed throughout the County which represent lands that could be used for urban purposes, added to a permanent open system, or both. The Knights Valley reservoir is depicted as a future reality. An additional point of concern is the absence of any reference to rural lifestyles in the Regional Plan either in a mapped form or as a feature represented in the text.

All of these points represent inconsistencies with the Sonoma County General Plan. These and others of lesser consequence are described in more detail in the Community Development Element Technical Report and can be found in a November 13, 1973 resolution of the Board of Supervisors to ABAG recommending changes in the Regional Plan.

## HOUSING

### INTRODUCTION

The findings, conclusions and recommendations in this section are drawn from Phases II and III of the Sonoma County Housing Element, the University Research Center report entitled Economic Impact of the Proposed Land Use Plan for Sonoma County, October, 1975, and a staff review of relationships to Phase I of the ABAG Regional Housing Plan, August, 1975.



### HOUSING DEMAND

The Phase II Housing Element report, entitled Analysis of Housing: A Study of Contradictions, aptly illustrates the present and probable future housing situation in Sonoma County. It is a time of contradiction between preferences and the ability to realize these preferences. Sonoma County residents in general prefer single family dwellings but housing costs have risen beyond the average household's



ability to afford single family housing. Many people prefer a rural lifestyle but the County is undergoing a process of urbanization. They prefer Sonoma County to remain as it is but population growth will bring unalterable changes. Most residents prefer that people "make it on their own", but escalating housing costs make self-sufficiency increasingly difficult.

Although most people attracted to an area like Sonoma County prefer single family to other types of dwelling units, the long term trend in the County will be toward multi-family and mobile home dwelling units. This trend is confirmed by the University Research Center (URC) report which projects the demand for housing in year 2000 associated with the Land Use Plan.

Having projected what portion of the 1973 stock of housing will remain standing by the year 2000 and the total demand in that year, the U.R.C. report indicates the number of housing units which will have to be constructed in the county between 1973 and the year 2000 if the County is to accommodate this demand.

The following tables illustrate the projected year 2000 composition of the housing stock as compared with the 1973 stock:

# PERCENTAGE OF HOUSING UNITS BY TYPE

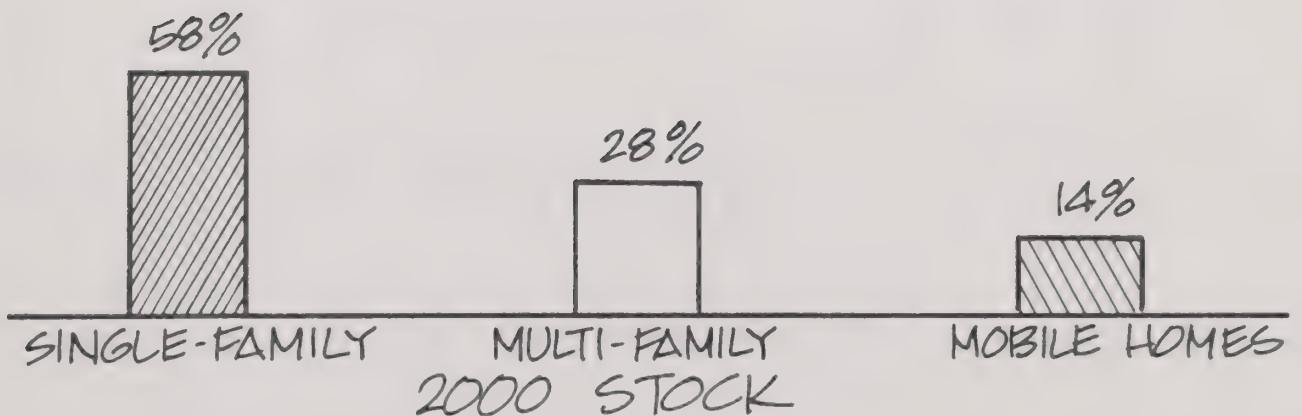
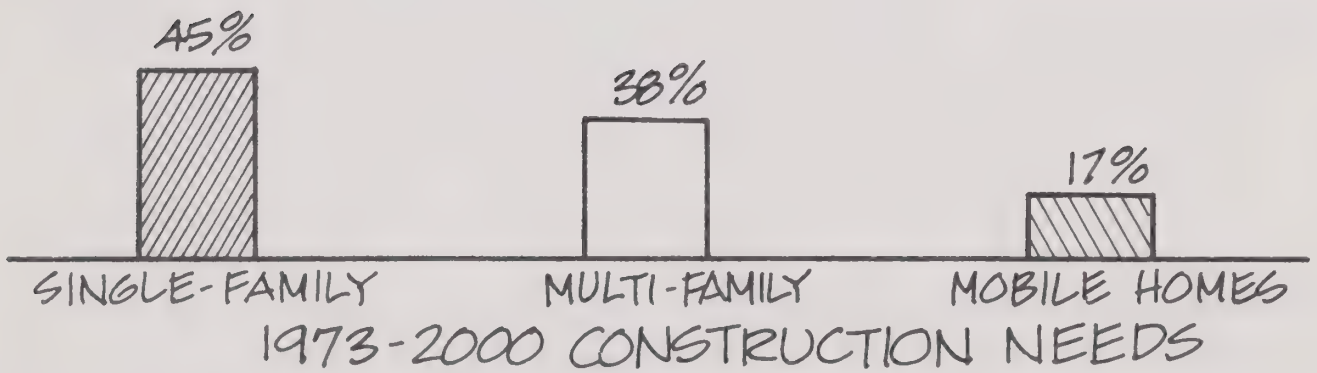
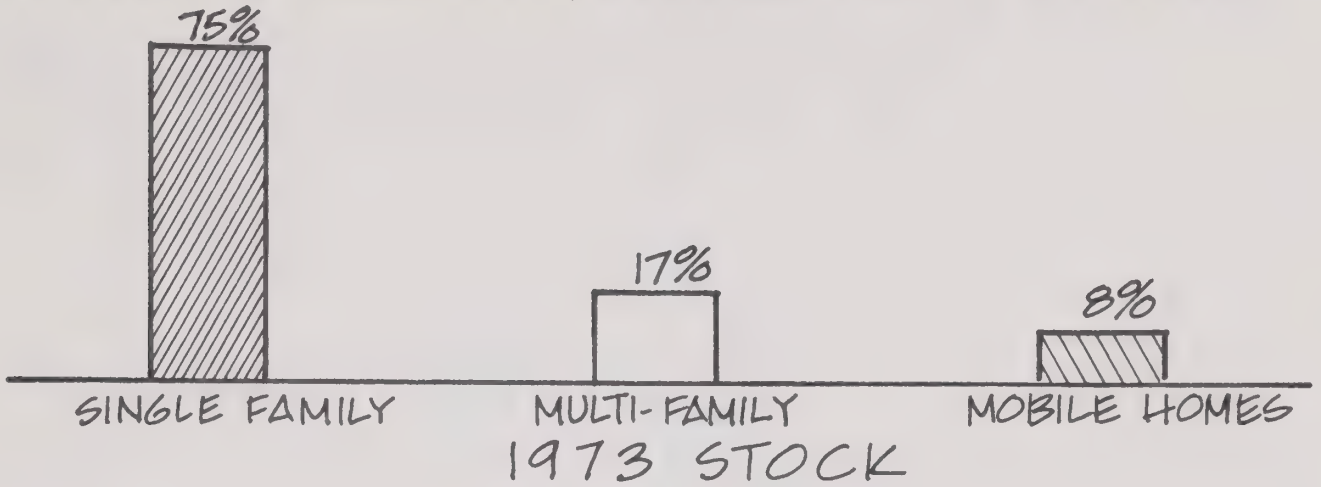


TABLE 12 HOUSING UNITS BY TYPE, 1973-2000

	1973	Projected Increase 1973-2000	Percent Increase 1973-2000
Housing Construction needs 1973-2000	81,250	80,750	99%
Single Family	61,290	36,300	59%
Multi-family	13,400	30,800	230%
Mobile homes (in parks)	6,550	13,650	208%

Source: University Research Center, 1975

Table 12 described projected construction of housing units required to house the projected population of 430,000. Future demand for new "seasonal" or "summer" homes by non-residents has not been included in these figures. The single family category includes all mobile homes on single lots. The projected increase includes the replacement of 9,900 existing dwellings not expected to survive until the year 2000.

TABLE 13 TOTAL HOUSING STOCK BY TYPE, 1973-2000

	1970	1973	2000
Total Housing Units	67,860	81,250	152,090
In Single Family Units (including Mobile Homes on Lots)		51,290	87,630
In Multi-Family Units (including Mobile Homes in parks)		19,960	64,450

Source: University Research Center, 1975

Table 13 shows the total number of dwellings projected to exist by the year 2000.



Several factors contribute to the shift in demand toward non-single family dwellings, among them being the increase of urban development, rising costs of land, interest and construction, and a growing preference for non-single family dwellings among urban residents. The projection of demand for housing does not necessarily mean that the housing supply will be constructed. Most of the demand for housing in the price categories (shown in Table 14 ) below \$28,000 must be met by non-single family dwellings unless a cost breakthrough is achieved and housing assistance is provided to households unable to afford adequate shelter. If these mitigating circumstances do not prevail, there will be a supply/demand/income imbalance not reflected in the General Plan.

TABLE 14 HOUSING DEMAND BY PRICE RANGE, 1973-2000

	1973	Increase 1973-2000	Percent Increase 1973-2000
Housing Construction Needs for 1973-2000 <sup>(1)</sup>	81,250	80,750	99%
Homes \$14,100 or less	9,350	9,020	97%
Homes \$14,100-28,199 <sup>(2)</sup>	39,520	47,690	121%
Homes \$28,200-49,349 <sup>(3)</sup>	25,960	19,700	76%
Homes \$49,350 and over	6,400	4,320	67%

Source: University Research Center, 1975.

Table 14 summarizes the county housing demand by four price categories. It shows the distribution of this demand in 1973 and in the year 2000, as well as the construction requirement between 1973 and 2000.

(1) Prices are as of January, 1975

(2) All mobile homes have been placed in this category.

(3) All multi-family units valued above \$28,200 have been included in this category, which may cause a minor understatement of the number of units in the \$49,350 and over category.

## HOUSING COST IMPACT OF THE LAND USE PLAN

Despite the General Plan objective of accommodating a lesser population than the Baseline or "market trend projection", the proposed Land Use Plan will have a modest impact on the housing market. Land supply restrictions could cause the supply of housing to be smaller than the market demand in the later years of the planning period, which could cause the price of housing to rise above the level that would exist without any limitation on land availability. The effect of restricting land availability would not occur in most of the county for 15-20 years when the supply of land would be diminishing. The increase in housing costs due to land supply restrictions is projected to be about 5 to 10 percent above the Baseline Level by the year 2000. It should be noted, however, that the price of land represents only a small proportion of total housing costs; most of the expense will not be influenced by any impact of the Land Use Plan. Construction costs and interest charges have a much greater influence.

It also should be noted that in both Baseline and the Land Use Plan a substantial number of households would need subsidies if the age and income distribution of the county in the year 2000 is to resemble that of 1970. This is the case even when a relatively high percentage (35%) of family income is devoted to housing cost or rent. This is illustrated in Table

TABLE 15 NUMBER OF HOUSEHOLDS THAT WILL NEED HOUSING SUBSIDIES IN THE YEAR 2000

Type of Housing Unit	Households Spending for Housing More than:	
	35 Percent	25 Percent
Single family	11,500	18,200
Multi-family	6,500	9,400
Total	18,000	27,600
Percent of total households	12.3%	19.0%

Source: University Research Center, 1975

#### The Need for Housing Assistance: 1970

The Phase III Housing Element report, entitled *Implementing Housing Goals: A Coming Community Enterprise?*, included a section indicating the number of households in Sonoma County needing housing assistance in 1970. The estimate of need for housing assistance was based on a number of factors drawn from the 1970 Federal Census. The definition of need for assistance and use of the factors indicating need led to a conservative estimate of 9,100 households needing housing assistance in 1970. The definition of need for housing assistance accepted by the County is, "the number of households in which the residents want and need housing assistance, because they are inadequately housed or unable to meet their need for shelter without significant financial hardship."

As part of the effort to estimate households needing housing assistance, the Planning staff estimated need for each Planning Area (see Table below). Three major conclusions resulted from this effort:

1. The need for housing assistance was extensive in 1970 and has increased since 1970. (As pointed out in the previous section, this need will become more acute with or without implementation of the Land Use Plan.)



2. The need for housing assistance is dispersed throughout the County.
3. A large proportion of the need for housing assistance cannot be met by Federal programs alone.

TABLE 16 NEED FOR HOUSING ASSISTANCE IN 1970 BY PLANNING AREA

	Household Needing Assistance	Total # of Occupied Units	% of Occup- ied Units	% of Total County Need
Coastal	202	1,097	18.4	2.2
Cloverdale	313	2,504	12.5	3.4
Healdsburg	654	4,330	15.1	7.2
Russian River	528	2,667	19.8	5.8
Santa Rosa	3,834	29,946	12.8	42.2
Sebastopol	870	5,747	15.8	9.6
Rohnert Park/Cotati	481	3,298	14.6	5.3
Petaluma	1,102	10,413	10.6	12.1
Sonoma Valley	1,109	7,846	14.1	12.2
SONOMA COUNTY	9,093	67,848	13.4	100.0

The definition of need for assistance and use of factors to estimate the extent of need were based upon the judgment that low and moderate income residents perceive themselves as having a housing problem primarily if they rent and live either in low rent, substandard or in higher rent standard housing. For a housing assistance program to be successful, it should first attempt to meet the needs of low and moderate income residents who rent and secondarily to meet the needs of homeowners.

The need for housing assistance is dispersed. There are few highly visible pockets of poverty in Sonoma County; rather, poverty is dispersed throughout the County and easily disappears from public view. One can locate certain areas where substandard housing and poverty do coincide, as in Windsor, Graton, the South Wright Road area and South Park. Also Boyes Springs - El Verano and the Russian River between Mirabel and Monte Rio are filled with old summer cottages which are now occupied full-time. Even in these areas, however, poverty households are interspersed with relatively affluent households, which softens the impact of the poverty one does see.

A solution to the housing assistance problem will not be achieved through federal or state financing alone. Unless the energies of the private citizen and private business are marshalled, along with those of local government, the housing assistance problem will increasingly defy solution. County government should provide the impetus and coordination necessary to seek housing problem solutions on a countywide scale.

Unless there is better coordination between the cities and the County, it will be impossible to provide for all housing needs, including low income housing, equitably among the cities and unincorporated areas. Low and moderate income families need good schools, parks and other amenities which provide an environment conducive to positive rather than negative reinforcement. Illogically placed low income housing increases school and other public costs for residents of the area. There must be much closer coordination between city and county housing policies in order to insure a balance of housing types and costs throughout Sonoma County.

A feasibility study is needed concerning the establishment of a housing coordinator functioning on the County level to coordinate the provision for low and moderate income housing in Sonoma County on both the private and public levels.

There is no existing agency whose scope of activities is broad enough to qualify as a housing coordinator. The County Housing Authority, recently combined with its Santa Rosa counterpart, is constrained by strict Federal guidelines. The duties of and funding for the housing coordinator are discussed in the chapter on Countywide Implementation.

In addition to improving coordination and communication by means of a housing coordinator, continuing citizen involvement is essential in plan implementation, and in educating the public and local government alike in the need to make serious efforts toward resolving housing problems. The development of Phases II and III of the Housing Element and of the Land Use Plan were undertaken with the assistance of citizen participation beginning with initial steps in the technical processes; this also should be the procedure in plan implementation.

#### Substandard Housing

Approximately 6,000 single family units in Sonoma County are in deteriorated or dilapidated condition.

A large proportion of these units are located in the unincorporated areas of the County. The most serious problem involves migrant housing, vacation cottages, and auto courts which have been converted into permanent occupancy. In a growing county like Sonoma, the problem posed by substandard housing is particularly acute because of the high demand for affordable housing. It should be a high priority in Sonoma County to foster programs which conserve the existing housing stock.

To alleviate the problem of neighborhood deterioration in a comprehensive manner, the County should undertake specific neighborhood studies to determine the extent of deterioration, the reasons for deterioration and make recommendations to alleviate problems.

An obvious solution to the problem of neighborhood deterioration is code enforcement. Code enforcement in Sonoma County, however, is not feasible without a complementary program to provide replacement housing. Code enforcement usually leads to displacement of the original tenants by public initiation if abatement proceedings are required. There are relocation requirements in all Urban Renewal programs and in the Division of Highways construction program, but not in the code enforcement undertaken by Sonoma County agencies.

#### Design and Density

If the County's population reaches 430,000 by the year 2000, more than 80,000 dwelling units will have had to be constructed between 1973 and 2000. Nearly half of these residences will be single family homes, most of which are likely to appear on the valley flatlands by virtue of the subdivision activity. Clustering techniques at the present time continue to be the exception rather than the rule even though they use land and services more efficiently, and have the potential of conserving environmental features. Planned unit development concepts are permitted by all the city zoning ordinances and by the County ordinance as well. The County's slope-density formula provision also encourages clustering in rural, hillside areas.

By and large, the building industry continues to respond to market preferences for the private residence on separate lots and will do so until only the highest income levels can afford this type of housing or until space is no longer available. It is likely that high density substitutes for the single family dwelling will not become widespread until concepts become employed which make more efficient use of the site, such as eliminating one of the side yards. High density



condominium or townhouse projects exist in a number of locations but for the most part they are not oriented towards families with children.

Suburban areas such as Sonoma County are an attraction to families with children. The single family house so far is the only type of residence which is designed to meet their perceived needs. For families who must rent, this is a particularly acute problem because few apartment developments provide the privacy or the child-oriented outdoor space that are needed.

Because the single family housing industry is not oriented toward a full income spectrum, higher urban densities based on clustering principles will have to be considered to meet a variety of housing needs if Sonoma County is to continue to retain a diversity of income levels and if environmental living quality is to be encouraged beyond that which is offered by the conventional subdivision.

In the rural areas, experimental owner-built housing which uses cost-cutting construction methods should be studied and encouraged if the goal of lifestyle diversity is one which in the long run is not just confined to wealthy families.

If we are to conserve the basic quality of life which is existing in Sonoma County, large lot zoning in the rural areas balanced by urban densities must be the fundamental objective around which the Land Use Plan is structured. Again, however, if rural living is to be enjoyed by more than one income level, a parcelization concept permitting a mixture of lot sizes under carefully controlled and non-precedential circumstances should be devised which would not erode the resource base of the land, particularly where agriculture is concerned.

### Energy Conservation

While the impact of the energy crisis is currently focused on fuel for vehicles, sources of energy for heating and lighting for new housing definitely will become more costly and perhaps even in short supply over the next 25 years. New concepts for energy conserving housing need further study. The Community Centered focus of the Land Use Plan and the Transportation Element minimizes the need for long distance travel from home to work; this is a major contribution to energy conservation.

## The ABAG Regional Housing Plan

The Association of Bay Area Governments has been working for over three years to develop a Regional Housing Element. Recognizing the regional nature of Sonoma County's housing market, the County Planning staff has participated in ABAG's effort to produce a Regional Housing Plan. Partially as a result of the planning staff's effort to integrate the County's perspective on housing with the regional perspective, there appears to be a general degree of correspondence between the County Housing Element and Regional Housing Plan as developed to this point.

The Phase I draft of the Regional Housing Element, published July 21, 1975, contains four general objectives:

- I. To have a regional housing allocation system adopted by ABAG and by member counties and cities, as a basis for allocating the region's available housing subsidies.

Comment: ABAG does not yet have an approved regional allocation system. Preliminary allocation systems developed by ABAG indicate that Sonoma County's share of housing subsidies should be about 6% of the region's total, which is consistent with Sonoma County's goal to accept its regional share of housing.

A comparison, however, between ABAG's preliminary allocation percentages within Sonoma County and Sonoma County's own estimate of housing need by sub-area shows some distinct differences, indicating that Sonoma County would prefer to do its own distribution of housing need estimates based on its own interpretations, so long as the County recognizes a regional share in total.

TABLE 17 ABAG AND GENERAL PLAN HOUSING ASSISTANCE ALLOCATION

	ABAG's Estimate	Sonoma County's Estimate
Cloverdale Area	9.2%	3.4%
Healdsburg Area	10.3%	7.2%
Rohnert Park-Cotati	9.4%	5.3%
Petaluma Area	10.8%	12.1%
Santa Rosa Area	26.8%	42.2%
Sebastopol Area (including Russian River and Coast)	10.7%	17.6%
Sonoma Area	22.8%	12.2%
TOTAL	100%	100%

2. To have every county and municipal government in the region, adopt a housing element which specifies the strategies and actions to be initiated by local government to meet housing needs.

Comment: The need for local housing elements as the principal device to identify local housing needs and programs and which are continually updated and revised to meet changing conditions is a regional objective which corresponds to Sonoma County's Housing Element program.

3. To direct growth management efforts of regional and local bodies toward the expansion and conservation of housing for low and moderate income people.

Comment: Sonoma County's Community Development Element directs considerable attention toward the problem of managing growth and still providing adequate housing for all present and future residents of the county.

4. To eliminate from the housing market all arbitrary discrimination based on race or ethnic origin,



sex, marital status or household composition.

Comment: Sonoma County's housing element contains a similar objective.

## COMMERCIAL AND INDUSTRIAL LAND USES

### BACKGROUND



The purpose of this chapter of the Community Development Element is to translate employment and population projections into terms that identify the needs for commercial and industrial land. Estimates of future industrial and commercial land requirements are essential to assure an efficient distribution of economic uses throughout the County. The task of defining these needs for total industrial and com-

mercial lands becomes one of estimating the requirements for land per employee in various industrial and commercial categories and then relating these requirements to the County employment projections. National and regional studies supplemented by the Sonoma County Land Use Survey <sup>(1)</sup> and the Sonoma County Employment Inventory <sup>(2)</sup> are the basis for the estimated land requirements per employee.

Land needs are projected for three categories of industrial and commercial categories:

#### Industrial

1. Manufacturing - This includes both light and heavy manufacturing uses.

<sup>(1)</sup> Advanced Planning Division, Sonoma County Planning Dept., 1971, Sonoma County Land Use Survey

<sup>(2)</sup> Advanced Planning Division, Sonoma County Planning Dept., Sonoma County Employment Inventory, 1974

2. Heavy commercial - This includes wholesaling uses, warehousing and open storage areas separate from manufacturing, truck and bus depots and wrecking and corporate yards. This category basically corresponds to the county C-3 (General Commercial) District but is included under industrial land uses.

#### Commercial

3. Light Commercial - this includes stores, offices, hospitals, and other medical services, indoor recreation areas and motels and hotels. It does not include government and outdoor recreation functions such as golf courses and resorts.

TABLE 18 INDUSTRIAL AND LIGHT COMMERCIAL LAND USE ACREAGE: PROJECTED NEEDS

	Manufacturing	Heavy Commercial	Light Commercial
1971 <sup>(1)</sup>	1170	640	2020
2000	1830	1370	4030
Percentage Increase 1971-2000	56%	114%	100%

#### (1) Planning Department Land Use Inventory

Manufacturing land use needs include actual projected use plus a fifty percent margin which manufacturers are assumed to hold as a reserve. Although manufacturing employment almost doubles, land needs expand by only 56% from 1170 acres in 1971 to 1830 acres in the year 2000. The type of manufacturing which is currently locating in the county, and which is expected to locate here in the future does not require much land for a given level of employment compared to the lumber and food processing industries traditional to the County.

Heavy commercial uses which include such functions as warehousing and corporate yards will require 730 additional acres of land by the year 2000. Light commercial uses such as retail and service trades are expected to grow by 2010 acres. There has been a gradual shift in the labor force nationally and more so locally from manufacturing to service oriented pursuits; a sizable amount of land will be needed to accommodate these uses.

## AREA STUDIES AND CITY GENERAL PLANS

An analysis of local general plans shows the County as overdesignated for industrial lands and slightly underdesignated for commercial lands. Taken together, city general plans, plus the Windsor and Forestville area plans have designated 5810 acres of industrial lands as opposed to a County General Plan projected need of 3210 acres. However, much of the land designated for industry is not well suited for that purpose. 3880 acres are designated for commercial uses by the various area and city plans; the projected need is 4030 acres. As will be pointed out later, however, more acreage is zoned for commercial purposes than is indicated in all the area and city general plans combined.

## INDUSTRIAL ZONING AND RELATED ISSUES

It is apparent that the planning agencies in Sonoma County have made generous estimates of industrial space requirements, although this varies from area to area. The history of industrial zoning is such that the classification frequently bears only a coincidental relationship to the need of industry; this is the case in Sonoma County. Traditionally various land uses were permitted in an industrial area. Because of this, industrial zoning was a convenient catch all for any land whose long term use was not clear. This has resulted in overdesignating of industrial zoning.

Industrially zoned lands total 9010 acres as opposed to a projected need of 3210 acres for manufacturing and heavy commercial uses. Excess industrial zoning has resulted in a scattered mixture of industrial activities along highways and railroads. Much of the industrially zoned land, however, is poorly suited for industrial use. In fact, there may be insufficient industrial sites of good quality. The Director of Economic Development Board has identified 17 sites in the county that are either immediately serviceable for manufacturing and heavy commercial uses, or potentially serviceable. Total acreage of these sites is approximately 1200 acres. This compares with the year 2000 projected needs for heavy commercial and manufacturing lands of about 1500 acres; in most Planning Areas this means that expanded acreage and/or additional sites may be needed in the long run. This is compounded by the judgement of the Director of the Economic Development Board that some of the sites have specific limitations in terms of their usefulness for particular industries. This problem is particularly acute in the Sebastopol and Russian River Planning Areas.



New, quality industrial sites should be found and inappropriate industrial zoning should be eliminated. A recommendation that a joint city/county effort be made to identify high priority locations for long term industrial development needs is included in the Countywide Implementation chapter on Office and Commercial, and Industrial Land Uses.

## COMMERCIAL ZONING AND RELATED ISSUES

Commercially zoned lands total 6880 acres as compared to a projected need of 4030 acres. This imbalance is reflected in considerably varying degrees among the Planning Areas. Data on commercial zoning and projected needs for specific areas is included in the chapter on Planning Area Findings and Recommendations.

Historically, the older commercial areas of the county developed in town centers and along the major cross-county transportation routes as they entered the towns. While the shopping center concept has been responsible for most of the commercial growth in the county during the last few years, a dispersed, roadside type of activity persists in several areas along Old Redwood Highway, Highway 12, and Highway 116. In some of these areas a mixture of activities will prevail indefinitely. In the long run, upgrading through better design standards such as sign control, landscaping, and noise attenuation should be encouraged not only because of the primary exposure given these areas, but because upgrading results in creating better neighbors for other land uses which are intermixed.

Downtown preservation and restoration is a priority matter, in varying degrees in all of the cities and several of the unincorporated communities which have such a nucleus. Santa Rosa has the strongest marketing position partly because of its countywide accessibility, partly because it already has a significant trading area within a short distance, and to some extent because it is the County center and already is functioning as a sub-regional focus for certain service industries.

In the long run, there is reason to believe that a third regional shopping center in addition to the Coddington and Downtown Santa Rosa Centers will be a viable possibility south of Santa Rosa if the General Plan population projections prove to be reasonably accurate.

A unique commercial characteristic of the county is represented by the tourist-oriented business clusters along the Russian River and coast which also serve local populations. The problem of structural obsolescence as a long range obstacle to future commercial growth and strength along the River has to be overcome. In the case of commercial areas on the coast, the need to scale future expansion to the capacity of Highway 1 and the quality of the environment is apparent.

#### LOCATIONAL GUIDES FOR INDUSTRIAL AND COMMERCIAL LAND

The location of commercial and industrial land uses is not being presented as a mapped expression in the Land Use Plan. Guidelines for the future are expressed, however, in the acreage needs suggested for each Planning Area, augmented by locational policy criteria outlined in the chapter on Countywide Implementation.

## RELATED CONCERNS

### TRANSPORTATION RELATIONSHIP TO THE COMMUNITY DEVELOPMENT ELEMENT



The seven components of the Transportation Element all have goals and policies that relate to the Community Development Element and are designed to be compatible with the Land Use Plan. Transportation related goals and policies are listed verbatim in the Countywide Implementation Chapter of this report. Transportation goals and policies are used as guides for impact evaluation of land use alternatives as well as for development of the Transportation Plan. Noise impact evaluation is

used to evaluate transportation alternatives and to determine land use designations along major transportation facilities. Air quality impact evaluation is used to analyze the effect of population levels and distribution. Land use goals and policies related to the preservation of visual amenities and sharp distinctions between urban and rural development complement the development of Scenic Highways.

The need for a balanced transportation system is emphasized in the goals and policies. Key factors in developing a balanced transportation plan are:

1. Transportation needs (mobility, safety, accessibility, etc.).
2. Socioeconomic opportunities and restraints (community needs and desires, financing capability, compatibility with other planning goals, etc.).
3. Environmental quality (natural resources, community impacts, etc.).

The Transportation Element seeks to achieve a realistic balance between the needs and restraints inherent in each of the three.

The Community Centered concept forms the framework around which both the land use and transportation plans are developed. One result of this is a growth pattern which is intended to minimize average travel distances and thus reduce total vehicle miles of travel demand on the system. Depending on the degree to which housing policies can support the plan by providing suitable mixes of housing within communities, it is estimated that a 5 to 10% reduction in average travel distances is possible compared to the trend pattern of growth. This in turn will have an effect on energy consumption and on air quality.

The long-range transit plan concept for Sonoma County is based on the type of urban structure planned for the future as portrayed in the Community Centered concept. This encourages activity centers to be the nuclei of future growth patterns, and it is projected that a 10% highway travel diversion to transit is possible.

If the anticipated reduction in travel demand resulting from an efficient land use pattern and diversion to transit is accompanied by auto use strategies such as car pooling and staggered work hours, then as much as 25% of the peak highway travel demand projected for the year 2000 under the trend growth situation can be eliminated.

## THE REGIONAL CONTEXT

While the Transportation Element is specifically designed to fulfill Sonoma County's Transportation Goals, the influence of the surrounding region has been considered throughout the plan development work. Sonoma County



is one of the nine Bay Area Counties and as such is responsible to the Metropolitan Transportation Commission (MTC) for expenditure of State or Federal funds on transportation. MTC's Transportation Plan for the Bay Area is a broad based policy-oriented presentation of issues, and sets out general priorities for transportation improvements.

The only corridor of regional significance in Sonoma County which is cited in the MTC Plan is Highway 101. The critical nature of this corridor and the extent of its relationship to Marin County and San Francisco was seen clearly in the Sonoma County Transportation plan development work.

The transportation demand at the southern boundary of the County arising from a continuation of present commuting trends would be inconsistent with assumptions being made by Marin County and MTC. The commitment to a Community Centered Land Use Plan and a continuing policy in this corridor to hold commuting at or near the present proportion of the work force in this corridor will be necessary to keep the more reasonable level forecast for the Transportation Element. This objective depends not only on what is done with the transportation system, but also what kind of land use policy is practiced by the cities within commuting range.

The Sonoma County Transportation Element's recommendations for encouraging high levels of transit usage in the Highway 101 corridor is in keeping with the policies of Marin County and MTC. Long-range plans call for a continuing program of increased transit service in the Golden Gate Corridor and the type of transit strategies discussed in the Sonoma County Plan will support this. At the same time, however, considerable emphasis needs to be placed on orienting these improvements to intra-county commuters as well as those commuting to Marin and San Francisco.

As a popular Bay Area recreational area, Sonoma County will continue to experience high weekend travel demands from outside the County. Even with the recommended highway improvements, weekend peaks will exceed the capacity of many parts of the system as weekend traffic increases. The future development of recreational areas must therefore be undertaken at a scale which balances the needs for recreational opportunities against the problems of accessibility.

## ENVIRONMENTAL RESOURCES MANAGEMENT ELEMENT RELATIONSHIP TO THE COMMUNITY DEVELOPMENT ELEMENT

Environmental concerns have conditioned the orientation of the General Plan as a whole and the Land Use Plan in particular. Ten years ago a general plan might have been done primarily to promote community development. The Sonoma County General Plan has been prepared to accommodate growth in an orderly and reasonable manner, while attempting to respect environmental quality. Seven major goals<sup>(1)</sup> have guided the development of the Land Use Plan; two are directly related to environmental concerns and a third is related to both environmental and socio-economic concerns. The two major goals directly related to environmental concerns are:

- #5 Preserve agricultural lands
- #6 Utilize environmental suitability criteria to locate rural growth areas and to guide urban growth

The third goal, related to both environmental and socio-economic concerns, is:

- #3 Maintain distinct community identities by insuring separation between communities

The Land Use Plan reflects the functions of the land and is the basic guide for land use decisions. It does not classify any land as open space. The Open Space Plan reflects the open space benefits which accrue from the function of the land, and as such should be used as a guide to preserve these benefits. Resources such as agriculture, timber harvesting, or mineral extraction preempt use of the land for other purposes. Physical limitations such as floodplains, steep slopes, or soil instability, create conditions that may be hazardous for high levels of occupancy; land associated with these conditions is therefore generally open in character.

The Open Space Plan identifies four basic types of open space which are described fully in the Environmental Resources Management Element.

- a. Unique Features are areas of unique cultural, educational, scientific, and recreational value, and should be preserved in their entirety.

(1)

*See the chapter on Countywide Findings and Conclusions: Goals and Policies*

- b. Scenic Resources are special areas possessing an open appearance which should be preserved for purposes of community form and separation, and for scenic corridors.
- c. Managed Resource Areas are undeveloped areas supporting the managed use of resources; agriculture, timber production, mineral extraction, and geothermal power production.
- d. Hazardous Areas are undeveloped areas subject to physical limitations such as flood, fire, and geologic hazards.

In the preparation of the Land Use Plan, it is a combination of these resource and physical limitation factors <sup>(2)</sup> which were used to separate land which should remain basically in an open condition from that which might absorb development with minimum impact. The Environmental Resources Management Element contains recommendations for resource management which support the Land Use Plan designations. The Land Use Plan is based on the premise that land use policy and decision-making which considers environmental factors can greatly reduce the environmental impacts of growth. As a consequence, the cost of mitigating these impacts, borne by the County, and by the developer, can be substantially reduced.

## FISCAL IMPACTS AND PUBLIC SERVICES ANALYSIS

### Types of Economic Analysis at the General Plan Level

There are two types of economic analysis which can be associated with the planning process at the general plan level: fiscal and non-fiscal. Fiscal analysis is concerned with costs and revenues, related to public services and facilities (the public sector), while non-fiscal analysis deals with employment and income impacts and projections, and with housing costs (the private sector).

(2)

*A description of the environmental factors which were employed is included in the General Plan Technical Reports and are generally outlined in this Summary. Report in the chapter on "County-wide Findings and Conclusions: The Land Use Plan."*



Previous chapters of this summary report have described the results of the non-fiscal evaluation which has been performed. The determination of costs for public services and facilities has been limited to the transportation system; the funding requirements for the proposed system are specified in the Transportation Element.

#### Fiscal Analysis at the Area and Community Planning Level

A fiscal analysis project known as the Public Economics Program is being conducted as an outgrowth of an earlier cost/benefit research activity called PRIME (Process for Improving the Environment). PRIME revealed the importance of location in analyzing the economic and other impacts of development. (1) The Public Economics Program focuses on two unincorporated communities -- Penngrove and Larkfield/Wikiup. The fiscal capability of these communities and the present and future costs for water, sewer, fire, and police services are being evaluated. A set of recommendations is being developed which is aimed at staging and financing future growth. A basic benefit of this project is expected to be a methodology for evaluating planning alternatives and government structure options in terms of cost feasibility and General Plan goals/policies achievement for unincorporated communities.

In addition to Penngrove and Larkfield/Wikiup, the application of this fiscal analysis methodology is recommended for the following communities: Graton, Forestville, Guerneville, the Boyes Hot Springs-El Verano complex, Glen Ellen, Bodega Bay, Windsor and Kenwood.

A similar type of fiscal analysis (Rural Areas Land Use and Public Services Study) is advocated for several areas of the County which are projected to receive significant rural residential growth. These areas are generally defined as follows:

Forestville-Occidental-West Sebastopol  
Liberty Valley  
Greater Windsor  
Wallace-Riebli-Mark West Springs Roads

(1) *Advanced Planning Division, Sonoma County Planning Department; Restoring the Future: Toward a New Public Calculus, 1972*

According to the Economic Practices Manual (1) prepared for the State Office of Planning and Research in 1974 as a guide for economic impact assessment of local government general plans, development policies, and development projects, doing this type of analysis at the area or community planning level is "probably even more important than the general plan in evaluating the difficulties of providing services ..." and "... is also an ideal level for citizen perception of planning impacts and constructive involvement in the land use planning process."

The results of the fiscal study of the unincorporated communities and rural residential areas should be incorporated in a new element of the General Plan: the Public Services and Facilities Element.

#### Fiscal Analysis at the General Plan Level

During the preparation of the Community Centered Alternatives, several organizations requested what was interpreted as fiscal analysis on a county-wide scale. After discussions with the General Plan Advisory Committee, the Planning Commission, and the Board of Supervisors, a decision was made to confine economic evaluation to the non-fiscal type except for the transportation system.

This decision was reached after the staff made a number of points applicable to the Community Centered alternatives which also apply to the Land Use Plan.

1. The economic analysis conducted on the Marin County General Plan included both fiscal and non-fiscal impacts related to a plan which was also community centered in concept: the analysis was performed on three alternatives (Market, No-Growth, and Plan; the latter represented an 18% growth level reduction below market). The conclusions of the fiscal aspect of the analysis was that none of the alternatives would produce mismatches between revenues and costs for the major jurisdictions in Marin County. Non-fiscal impacts, however, were of greater concern and importance.

(1)

*McDonald and Smart, Inc., Economic Practices Manual, 1974*

2. The lion's share of future growth will go to the cities and the larger special districts if the Land Use Plan concept is implemented. They have demonstrated in various ways that they are expecting to accommodate the level of growth projected for them. Fiscal analysis should be done when these jurisdictions are interested in performing such an analysis in their own terms.
3. A Land Use Plan which attempts to efficiently direct and accommodate nearly a doubling of the 1973 county population should not result in significant cost/revenue disparities or dislocations, but will merely shift both the need for additional public services and the revenue base required for them. Reduced growth potential in the rural areas is inherent in the Land Use Plan. A supposition that serious revenue base losses will occur would be contrary to the experience gained from having more than 300,000 acres of the County placed in Agricultural Preserves.
4. Directing growth as proposed in the Land Use Plan is a least cost alternative compared to something like Baseline which represents a more laissez faire type of direction. The public service inefficiencies of the scattered rural growth reflected in Baseline would be mitigated by implementation of the Land Use Plan, as would further disadvantageous taxation consequences to agriculture. The growth shift toward the cities would put development where the revenue base is more adapted to accommodating it.
5. An enormous amount of effort during the past two years has gone into the development of Baseline and Gronorth and the six alternatives succeeding them. No more research and analysis activity could have been absorbed without delays and more expense. The effort necessary to do a valid job of fiscal analysis is considerable. It cannot be done legitimately without first preparing a public services and facilities plan for each agency having a major responsibility for accommodating growth. According to the Economic Practices Manual referred to earlier in this section of the summary report:

"The effort required to produce a public services plan for an agency General Plan evaluation may rival the effort required to produce the General Plan itself."

## The Question of Shifts in Tax Base and Property Values

The foregoing comments have focussed on the type of analysis which deals with public service costs and revenues. They do not address directly the question of potential shifts in property values. The fiscal studies advocated for certain areas of the County would include the determination of assessed value and taxation levels necessary to support a public services and facilities plan for those areas, but countywide assessed value relationships would not be ascertained. Concerning those areas of the County where public agencies may have been assuming a growth potential which would not occur if the Land Use Plan were implemented, a special study would have to be done to determine short run effects. In the long run, tax base potential should balance with low service requirements.

Whether or not there should be a compensation program for reduced property value expectations is a matter discussed in the chapter on Countywide Implementation (The Compensation Issue).



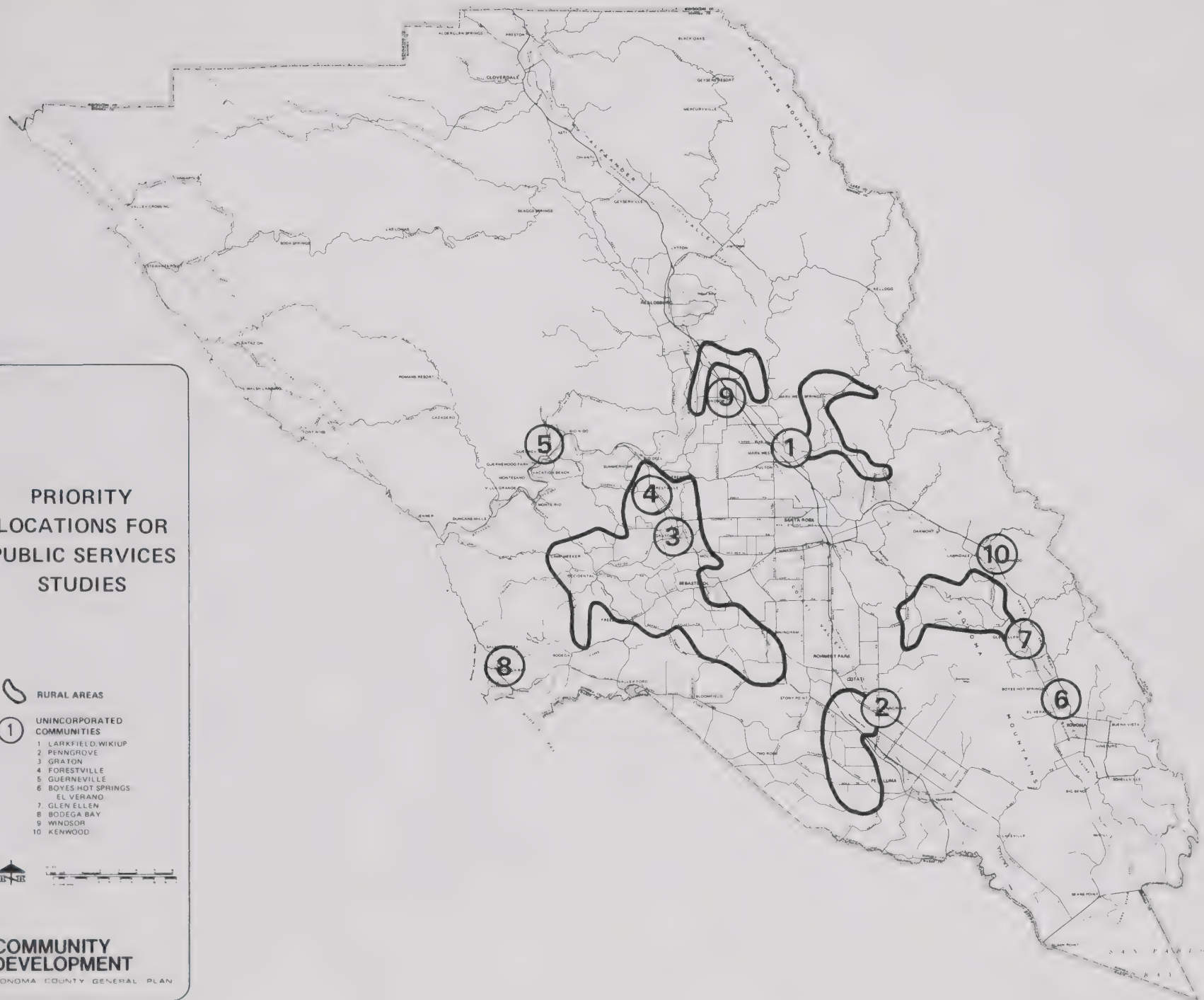
# **PRIORITY LOCATIONS FOR PUBLIC SERVICES STUDIES**

 **RURAL AREAS**

- 1 UNINCORPORATED  
COMMUNITIES**
- 1 LARKFIELD-WIKIUP
  - 2 PENNGROVE
  - 3 GRATON
  - 4 FORESTVILLE
  - 5 GUERNEVILLE
  - 6 BOYES HOT SPRINGS
  - 7 EL VERANO
  - 8 GLEN ELLEN
  - 9 BODEGA BAY
  - 10 WINDSOR



**COMMUNITY  
DEVELOPMENT**  
SONOMA COUNTY GENERAL PLAN







# COUNTYWIDE IMPLEMENTATION

## GENERAL PLAN INTRODUCTORY STATEMENT

*The General Plan is the end product of a dedication of effort, thought process, and hope and aspirations of citizens committees, elected officials, and the County Planning Staff.*

*The over-riding goal is to provide a framework of a general plan and its associated goals and policies which will benefit the present and future citizens of this county.*

*In so large and complex an undertaking, it is difficult to foresee the exact social, environmental, and economic impact of any specific goal or policy under changing conditions. This may only come to light when the plan is implemented.*

*Since the plan, in order to succeed, must be a fair balance between the social, environmental, and economic constraints and benefits, care must constantly be exercised to maintain this balance. An economic benefit which detracts from the social and environmental benefit is just as undesirable as an environmental benefit which is an undue burden on the economic well-being of our society.*

*Therefore, as a logical procedure, it is the intent that each implementation step shall be accompanied with an explicit statement outlining the resulting social, environmental, and economic constraints inherent in the step as well as a statement of the social, environmental, and economic benefits which are planned to be derived from the step and its associated goals and policies.*

The foregoing statement was prepared and adopted by the General Plan Advisory Committee. To make an explicit statement of the type requested is not achievable for every implementation step. The Community Development Element and its companion elements in their entirety are comprehensive social, environmental, and economic statements. The implementation recommendations which are made are drawn from the supporting information provided in each General Plan document, and rather than repeat

relevant information for each recommendation, it is preferable to refer to the appropriate source material. Moreover, it is definitely the case, as is pointed out in the Introductory Statement, that the total impact of the General Plan may only become known as it is implemented.

## **LAND USE IMPLEMENTATION: SYNOPSIS**

It has become clear that most County residents are concerned about the pace at which growth is occurring and about the impacts associated with it. Most people are not willing to accept a policy of reacting to growth as it comes, nor are they interested in going along with a policy which develops public utility networks without adequate consideration of social, economic, and environmental implications. Neither are they enthusiastic about living among suburban and rural sprawl, the seeds of which already have been sown.

The Land Use Plan sets a 25 year framework which attempts to maintain a reasonable balance between economic growth, government ability to provide services and the quality of life. The framework has been developed by matching land supply to the amount of population increase the County and the cities should accept in order to achieve this balance.

This means that the General Plan is dependent upon a population projection goal. Rather than being regarded as a self-fulfilling prophecy, the projection of 430,000 should be accepted as a maximum amount of growth which should be accommodated during the next 25 years.

The projection goal, and its Planning Area distribution, can be reconsidered and adjusted by countywide discussion and negotiation if during that period conditions and attitudes change toward a different direction. Until such an eventuality, the Planning Area projections and their geographic absorption as represented in the Land Use Plan should be recognized as the foundation around which implementation should be directed.

The Land Use Plan is the mapped expression of land use policy and is itself a major implementation tool because of its function as a guide to zoning decisions and public services policy.



Implementation of the Land Use Plan is keyed directly to General Plan policies which were generated by issues at the countywide level:

1. The issue of continuous corridor development generated policies for compact growth and preservation of urban separator lands. Here improved zoning, utility and annexation policies geared to an expressed level and rate of population, are applied.
2. Concern about maintaining the unique cultural variety existing in Sonoma County has yielded diversity of development policies. The Land Use Plan allows for substantial rural residential development, but has a primary objective of focusing most growth in the variety of community types which exist. The Land Use Plan advocates well-defined long-term limits for community and rural residential expansion. Its implementation will require compact growth measures involving utility and annexation policies and improved zoning requirements based on environmental suitability, and protection of resources.
3. Parcelization of agricultural areas, plus an historically permissive zoning framework, has resulted in a time for decision concerning the future of the agricultural industry. Land use policy alone is not enough to preserve economic and operational viability. The protection of agricultural lands from residential encroachment, however, can be achieved to a large extent by land use policy. Where incompatibility cannot be entirely avoided, development restrictions on properties in proximity to agricultural lands are advocated, rather than the converse. Assistance toward resolving economic problems is proposed in the form of large scale wastewater irrigation strategies, direct economic assistance toward meeting pollution control standards, and advocacy of tax assessment reforms. Emphasis on the promotion and encouragement of the industry, and on the coordination of promotional, educational, and assistance programs is suggested.

Demonstration of public concern and assistance must go hand in hand, however, with the recognition by farmers and ranchers that their best interests are served by long-term attention and investment on behalf of the retention of their industry.

4. The public cost implications of development which occurs unmindful of natural hazards, resources and scenic quality has generated policies on environmental quality. The Environmental Resources Management Element includes public safety policies and programs for flood control, fire hazard, seismic safety and emergency preparedness. These are directly related to implementing the Land Use Plan and mitigating its adverse impacts.
5. Resource protection is a basic concern which has generated policies which require new approaches to land use regulation in the public interest. The Sonoma County Zoning Ordinance is a much improved document over what it was several years ago, and is now a contemporary ordinance with a number of innovative features. It is recommended that additional improvements be incorporated which are oriented towards resource protection. The present ordinance specifies requirements for the location and use of structures and land use in terms of assuring adequate light and air, and to provide for compatibility.

Direct environmental relationships are inherent in the slope density feature of the B-S District, in the open space encouragement provisions of the Planned Community, Planned Area and Scenic Design Districts; and in the public safety objectives of the Primary and Secondary Flood Plain Districts. The Historic Combining District can be utilized to protect sites or structures with significant historical importance.

Other important environmental relationships, however, are not directly addressed in the Zoning Ordinance. The protection, maintenance and conservation of resources is mainly a secondary consideration of other objectives. For this reason, a number of additional combining district features are recommended for inclusion. These are included in the Environmental Resources Management Element, and their proposed application is generally described in the Community Development Element Summary Report in the chapter on Planning Area Findings and Recommendations.

These new combining districts will support the land use plan, and will serve as implementation measures when used in conjunction with the base districts, (e.g., Primary Agricultural, Secondary Agricultural, Rural Residential, etc., and with the "B" Districts which provide for varying parcel sizes.)

## **THE LAND USE PLAN AS A MAJOR IMPLEMENTATION TOOL FOR LAND USE POLICY: THE CONSISTENCY REQUIREMENT**

Both the State legislature and the courts have required that cities and counties not only adopt a General Plan, but that it play a major role in development, review, and regulation after its adoption.

The adoption of a General Plan is a legislative act and although the adopted General Plan is not in itself an ordinance it has the force of law in an important respect. The Government Code (Section 65860) provides that the jurisdiction's zoning ordinance and its application to land must be consistent with the General Plan. The Zoning Ordinance is consistent only if:

"The various land uses authorized by the ordinances are compatible with the objectives, policies, and general land uses and programs as specified in the Plan."

The net effect of the consistency requirement is to permit development only after a finding by the approval authority that it is consistent with the General Plan. This is intended to assure that current land use decisions are always made in the context of long-range objectives.

According to state law, consistency must be established within a reasonable time. There are no specific guidelines to follow, however. In the early months of 1975, the Board of Supervisors enacted a minor subdivision ordinance which requires that further parcelization conform to the locational and parcel size policy criteria associated with the Community Centered I and II alternatives. This ordinance in effect, takes precedence over existing zoning when there is a conflict. Revising this ordinance to refer to the Land Use Plan in terms of a mapped expression, as well as using policy criteria is a way of requiring consistency, but leaves in limbo the problem of a considerable portion of the unincorporated area of the county presently having zoning classifications which are contrary to the recommendations of the Land Use Plan, particularly where minimum parcel sizes are concerned. The minor subdivision ordinance revision should be accomplished, but this should be followed by a

systematic program of reclassifications which allow for ample public notice, review and response.

Within urban expansion areas a different consistency question predominates where residentially oriented land uses are concerned. The consistency requirement does not mean that land now zoned for low density purposes has to be rezoned to a higher urban density immediately. This can and should be accomplished when the need arises, and when a community is ready to annex.

On the other hand, the analysis of commercial and industrial needs has indicated that a zoning oversupply exists in some areas of the county. This can be resolved only by virtue of further specific study in the areas involved; in most cases this requires joint city/county efforts, including the assistance of the Economic Development Board.

## **THE COMPENSATION ISSUE**

Reliance on zoning as a primary means for implementing the General Plan raises questions of equity. The assumption that public purposes should be regarded as paramount over private prerogatives to profit from development potential is of greatest concern. There is no doubt that there is more uncertainty today than in the past about the meaning of land ownership. This is because it is becoming more publicized and well understood that land development can have immense and irrevocable social, economic, and environmental consequences. More government intervention in the traditional concept of land ownership is the trend. The use of the "just compensation" feature of the Fifth Amendment of the United States Constitution against local government decisions is far more the exception than the rule. Sonoma County is on the perimeter of Bay Area growth pressures, and has a history of permissive zoning, particularly as it relates to the rural areas. As a result, expectations toward capitalizing on growth have run at a high level, and the issue of compensation has been raised even before the General Plan has been offered for adoption.

In its reliance on regulatory measures, the General Plan is legally sound; it directs growth in a manner which will balance social, economic, and environmental needs to the extent that previous commitments to growth have limited other options which might have been possible. In instances when it is proposed that development be directed away from locations where a laissez faire policy might have encouraged it, a



compelling public interest is being served.

The issue of compensation, therefore, is one that should not be addressed as a legal question. If the General Plan is judged to be inequitable, that judgement must be made as a political decision. It should be noted that compensation for adverse consequences that may result from long range planning and from zoning and subdivision regulations is an extremely rare practice anywhere in the United States.

The only acquisition suggestion in the General Plan aside from those which relate to public services and facilities is one directed toward securing and assuring the permanency of the open characteristics of community separator lands most directly in the path of Highway 101 urbanization. This, however, is not being suggested on the basis of compensation to overcome inequities, and no specific acquisition program is being advocated until a directive for further study is given.

If any other basis for the acquisition of property or its development rights is to be invoked, then it should be done as an outgrowth of the General Plan Program, and only after careful study.

The question of compensation undoubtedly has caused more anguish and dispute during meetings of the General Plan Advisory Committee than any other subject. Most of the members who regularly attended meetings during the past year are not comfortable with the idea that restrictive zoning alone should be used to retain prime agriculture. On the other hand, less than a majority believe that zoning by itself necessarily confers development rights.

The Board of Supervisors is not unmindful of the problem resulting from reduced development expectations where they in fact may result. This is why they have authorized the Current Planning Department study on the concept of development rights transfer.

If such an alternative proves infeasible, and if every property owner who can demonstrate reduced expectations or other damages accruing from adoption of the General Plan and its implementation is to be compensated, then Sonoma County will be attempting to practice a form and scale of plan implementation that is not in evidence elsewhere in California. The entire General Plan as proposed should be re-evaluated before such action is taken.

If a decision should be made that compensation is to be paid by the public for the withholding or reduction of the right to develop land, then the idea should be explored that money needed should come from the use of land also. If landowners are to be compensated for this purpose, perhaps a good deal of the funding should come from public extraction of a greater proportion of the windfall accruing to property owners who benefit from reclassification of their land for a more intensive purpose, or who gain from being in proximity to a new freeway, park or other public investment.

## **TIMING OF URBAN DEVELOPMENT**

In earlier portions of this text, the need for long term and intermediate population projections was described, with emphasis on the former. This section will be concerned with short term projections as they relate to community development.

There are three basic and inter-related issues which are involved in the timing and phasing of development. The first of these relates to the question of whether timing or phasing is something to be concerned about, and if so, what needs to be done to achieve it. The second issue centers on the need for an orderly progression of community growth and the condition necessary to assure it. Thirdly, attention must be given to the type and extent of intergovernmental cooperation and coordination which would be necessary to effectively deal with the first two issues.

### **THE NEED FOR TIMING: LAFCO'S ROLE**

"Sprawl" can be defined as

*"...an unfettered form of urban expansion which is characterized by the intitial nonuniform improvement of isolated and scattered parcels of land located on the fringes of suburbia, followed by the gradual urbanization of the intervening undeveloped areas."*(1)

There is little question that the incorporated communities of Sonoma County are aware of the diseconomies inherent in sprawl, and that they favor compact, controlled expansion. This is also true of the County of Sonoma and the Local Agency Formation Commission (LAFCO). With one exception, this has been expressed in

(1)

*The Center for Urban Policy Research, Rutgers-The State University of New Jersey, Future Land Use, 1975*

terms of defining ultimate or at least long range geographic boundaries. Petaluma, by virtue of its dwelling quota system, is the only community which has overtly attempted to control the timing of development on its own initiative.

If community expansion is only outlined in geographic form, what was intended as an ultimate or long term boundary may become merely a temporary line on the way to something more extensive if the long range General Plan projections prove to be too low and the municipalities are responding to a greater demand as it begins to materialize in the short run. Short run efficiencies may be realized this way, but a weak and tenuous relationship to longer term objectives may be the result.

If the municipalities are not interested in attempting to relate to short term population projections in a long term context as a means of defining in advance their own public service requirements, they in effect force the County of Sonoma into the same type of "reacting to growth" approach to government operation, since county government provides a number of important, and costly, services to urban residents. Notable examples are the criminal justice and social welfare systems, as well as the County road network which provides transportation links between communities. County government cannot be expected to operate in the most effective and responsible manner if it simply is forced to react to pressures over which it has little control.

Taking the view that the municipalities will use the County General Plan projections as development guides, how can these projections be implemented in terms of application to the demand for growth as it appears in the short run?

Perhaps the Spheres of Influence program being developed by Sonoma County LAFCO is the vehicle by which a collective goal for the future can be put into practice. LAFCO, with its very broad powers to amend, approve, or deny annexation proposals by a city or special district is required to consider the probable population growth in an area, the availability of urban services, the proposal's conformity with the relevant general plans and the social, economic and environmental impacts of annexation. The present "Sphere of Influence" program gives LAFCO the responsibility for establishing physical boundaries around each city and special districts which define the probable

ultimate extent or "Sphere of Influence" for each entity. Such boundaries when adopted by LAFCO, delineate the limits beyond which a local governmental agency will not annex territory.

As part of the process used in developing and determining the sphere of influence of each local governmental agency within the county, an "urban service area" must be delineated by LAFCO for each agency. An urban service area is defined as developed areas within an urban service district's or city's sphere of influence, which is now served by existing urban facilities, utilities and services or is proposed to be served by urban facilities, utilities and services within the next five years.

The Sonoma County LAFCO intends to encourage the formulation of capital improvement plans by each affected local agency to serve currently undeveloped areas within urban service areas. This would include plans for the construction and improvement of vehicular traffic circulation, extension of trunk sewers and water mains, and any required expansion of wastewater treatment facilities and domestic water supply sources.

LAFCO also will generally follow, among others, the following policy guidelines in their sphere of influence programs:

1. The goals and policies contained within the General Plans of the cities and the County will be promoted.
2. Compact, community centered urban development will be encouraged.

The Sonoma County LAFCO is currently attempting to develop spheres of influence for Petaluma, Healdsburg, and Santa Rosa, as well as for the Sonoma Valley unification area, and for Windsor.

At this point in time, it is anticipated that the urban service area determinations will not address the question of phasing the rate of development, but will focus on channeling development to specified areas where compact growth is fostered. It is the recommendation of the Community Development Element that the LAFCO factor calling for knowledge of "the projected future growth of the area" be defined as including five year population projections for each urban service area. If, in the case of the municipalities, the Sonoma County General Plan projections are unacceptable, this requirement will provide an impetus for reconciling



differences, and will lead toward producing a countywide perspective on short term growth expectations which then can be viewed in the context of long range planning.

#### CONDITIONS FOR ORDERLY GROWTH

Turning to the second of the three basic issues relating to the timing of growth, neither the community-centered concept of directing growth toward the communities of Sonoma County, nor the principle of compact growth will be fully achieved if designated urban expansion areas (called "transition areas" in LAFCO terminology) are not kept in a state of readiness and attractiveness for future community growth. One of the LAFCO guidelines for determinations in such areas is this:

"Land divisions and developments which would require the services of the local agency within five years will be discouraged. The intention in these areas is to discourage premature urban development and development patterns that would preclude or hinder eventual development patterns that could be efficiently integrated with the existing urban structure of the local agency."

This, of course, is easier said than done. Some rural residential areas certain to be designated for urban expansion already exhibit obstacles to this type of growth. Disadvantageous parcel patterns, obsolete or deficient utility infrastructure or street system, structural obsolescence, flooding conditions, etc. all are inhibiting factors. Locations where these conditions exist are indicated on the Community Boundaries and Issues map along with an accompanying brief description in the chapter on Planning Area Findings and Recommendations.

The first obstacle mentioned is one deserving paramount attention insofar as future expansion in undeveloped and low density areas is concerned. Maintaining a parcel pattern conducive to an urban type of growth is crucial to orderly growth and the avoidance of leapfrogging. A minimum parcel size of 5 acres, and perhaps higher, seems essential in these areas. Santa Clara County has an "Urban Services Combining Zone" which attempts to accomplish this with a 2-1/2 acre minimum in the San Jose area.

It is the recommendation of the Community Development Element that joint city/county/LAFCO

studies and determinations be made in each sphere of influence prepared by LAFCO regarding the conditions which are to be mutually sought and maintained in areas designated for future growth.

## INTERGOVERNMENTAL MECHANISMS

This leads to the third basic issue, which concerns intergovernmental mechanisms needed to deal with the other issues. Despite recognition by the City Councils and Board of Supervisors that relationships between them on planning matters too often have been strained and adversary in nature, not much ground has been gained in resolving the problem. It is apparent that if the cities and county fundamentally agree with Sonoma County General Plan as proposed, the present means to effectively implement it from an intergovernmental standpoint are not adequate. Joint decision making and acceptance of responsibility in designated spheres of influence is the only way to assure coordination and cooperation toward plan implementation, no matter whose general plan prevails. LAFCO is not intended to serve as a land use arbitrator nor is it empowered to make land use decisions per se; the City/County Planning Policy Committee set up by LAFCO and composed of selected Supervisors and Councilmen, is an embryonic attempt to get policy-makers together, but its achievements have been minimal. Similar groups in other counties have a longer history and to some extent have been more successful. They exist in the counties of San Mateo, Santa Clara, and Marin.

It is the recommendation of the Community Development Element that the proposed LAFCO study on Intergovernmental Approaches to General Plan Effectuation be funded and commenced immediately. Moreover, it is recommended that the approaches studied include councils of government, area planning commissions, land banking, extraterritorial zoning, joint economic development planning, and joint natural resource and environmental management programs, as well as any others which might be appropriate to Sonoma County.

## COMMUNITY SEPARATORS

### INTRODUCTION

General Plan goals and policies on community form emphasize preservation of individual community identity and provision of visual relief from urbanization by virtue of open space separations between urban areas.

Three critical areas need priority attention: North Rohnert Park, Meacham Hill and South Windsor. These areas are all located along the Highway 101 corridor and separate the largest and fastest growing urban areas in the County: Petaluma, Rohnert Park/Cotati, Santa Rosa-Larkfield-Windsor. Rural residential development is now occurring on Meacham Hill; a large part of the North Rohnert Park Separator lies within the City of Rohnert Park; and South Windsor is under development pressure. Substantial acreage must be left in an open state in these locations if any semblance of distinct community identity is to be realized along the Highway 101 corridor.

Areas of secondary concern (only because they are not subject to the same degree of development pressure) are Windsor-Healdsburg, Novato-Petaluma, Santa Rosa-Kenwood, Santa Rosa-Sebastopol, Cotati-Sebastopol, Sebastopol-Graton, and Graton-Forestville. The findings and recommendations of the General Plan focus on the three critical areas listed above. Maps are included in this chapter which outline the areas involved.

Distinctions have been made in the North Rohnert Park, Meacham Hill and South Windsor areas in terms of critical and high priority lands for community separation. Critical priority areas include lands which represent minimal separation and which presently are under pressure for development. High priority areas include additional lands which serve to separate communities and are not presently under pressure for development to the same degree.

#### NORTH ROHNERT PARK

The North Rohnert Park Separator is traversed by four major North-South corridors: Stony Point Road, U.S. 101 Freeway, Snyder Lane and Petaluma Hill Road. The potential for an open space break between Rohnert Park and Santa Rosa along each of these corridors still exists. It is possible to get an unbroken view from U.S. 101 across the flat agricultural plain to the Merced Hills on the West and the Sonoma Mountain on the East.

Designation of large parcels of land within the City of Rohnert Park as permanent open space is not consistent with the Rohnert Park General Plan though not necessarily in conflict with current city policy. There have been recent negotiations by Rohnert Park, Santa Rosa, and the County to mutually approach the acquisition of 250 acres in this area.

For purposes of description, this area is being described as Eastern and Western Separators, with Highway 101 as the dividing line.

#### Implementation Recommendations

- a. The Eastern Separator is generally bounded by high density subdivision development on the South and rural residential development on the North. Design review and 10+ acre zoning is recommended for land within the Separator that does not have service commitments.
- b. The easement along the drainage channel through the center of the Separator has the potential for creating an East-West bike route or trail system.
- c. Views of the Western Separator are restricted by a strip of mixed commercial and residential land uses. Screening, clean-up of vacant parcels and design review are recommended for this strip.
- d. Open farmland is visible further west; design review and 10+ acre zoning are advocated in this area.
- e. To permanently assure an unbroken view from U.S. 101 to the Merced Hills, it may be desirable to acquire some acreage within the City of Rohnert Park. The area which might be considered for acquisition is currently in agricultural use with the aid of reclaimed water from the nearby Rohnert Park wastewater treatment plant.
- f. Design review, 10 acre parcel minimums and the consideration of long-term acquisition is recommended for the northern part of the Separator that lies within the critical area. The more highly parcelized area to the southwest should be regulated through design review and 5 acre minimum zoning.

#### MEACHAM HILL

The Meacham Hill Separator is traversed by three major corridors: U.S. 101, Old Redwood Highway and Stony Point Road. The opportunity to provide an open space break along each of these significant North-South routes still exists, but maintaining it requires mutual policy support from the County, Cotati and Petaluma. Approaching the top of the grade on this hill in either direction on U.S. 101 gives the traveler one of the most outstanding views in Sonoma County.



As in the case of North Rohnert Park, the Meacham Hill area is described in terms of Eastern and Western Separators with Highway 101 serving as the dividing line.

#### Implementation Recommendations

- a. The portion of the Eastern Separator north of Railroad Avenue has undergone significant parcelization and pressure for development. Vegetative screens camouflage much of the residential development but there are large, vacant parcels highly visible from Highway 101. Design review and 10 acre minimum zoning is recommended for this area.
- b. South of Railroad Avenue to the foot of Meacham Hill is open land where physical constraints inhibit development potential. Preservation of open land in this area should be achieved through development guidelines relative to environmental hazards and constraints (see the Environmental Resources Management Element Summary, section on Geologic Hazards) and 20 acre minimum lot size zoning.
- c. The section of Old Redwood Highway between Cotati and Ely Road in Petaluma is heavily parcelized, although only partially developed, in a rural residential configuration. Assuring a separation in this area would seem to require the assembly of land through acquisition. As a priority matter, attention should be devoted to the 101 corridor, leaving the Old Redwood Highway area as a design review consideration, and a 5 acre minimum parcel size requirement.
- d. Beyond the southern foot of Meacham Hill in the Eastern Separator are lands zoned commercial and industrial within Petaluma's present or projected urban boundary. Further consultation with Petaluma is necessary to determine what protective measures to take in this area.
- e. The southern foot of Meacham Hill between Highway 101 and just south of Old Redwood Highway contains lands partially open and partially rural residential, but not committed to urban development. Existing open lands should be zoned 20 acre minimums to preserve the open character of the land. Rural residential areas should be re-zoned to 10 acre minimums.

- f. In the Western Separator north of Railroad Avenue, rural residential development has recently occurred on exposed slopes facing Highway 101. Screening of existing development from view from Highway 101 is recommended. In lands not presently committed to residential development 20 acre minimum zoning should be utilized to preserve the open character of the land.
- g. South of Railroad Avenue in the Western Separator are agricultural, open and rural residential lands. In lands unsuitable for development the application of environmental constraint criteria should be sufficient. Agricultural Preserves should be encouraged and preservation of parcels large enough to preserve productive agricultural activity should be required on productive agricultural parcels. Ten acre minimum parcel sizes should be required in areas already committed to rural development.

#### SOUTH WINDSOR

This separator is also divided into two parts: the North Separator between Windsor and Larkfield-Wikiup, and the southern segment between the latter and Santa Rosa. In addition, the Separator is divided by two major North-South corridors: U.S. 101 and Old Redwood Highway. The potential for an open space break along both of these corridors in each section of the Separator still exists. Significant views are available to the west across the flat agricultural plain to the Mendocino Highlands; and to the east over orchards and the Mark West Springs hills to Mt. St. Helena. The northern portion of the Separator is included within the Windsor Environs Study and a southern section falls within the Santa Rosa Crescent Study. Some of the area involved is located within the Windsor County Water District.

The South Windsor separator offers to the northbound traveler a distinct impression of progressing quickly from an urban situation into a rural environment as the northern limits of Santa Rosa are traversed and left behind. As Windsor and Larkfield develop into larger communities, the same impression becomes important in either direction, and this compounds the need to prevent the merging of urban areas in this segment of the U.S. 101 corridor.

#### Implementation Recommendations

- a. In the North Separator de-annexation the Windsor Water District south of Wilson Lane is recommended. The LAFCO sphere of influence set for Windsor

should not include this area. Whether permanency should be secured through acquisition is a matter which should be given further thought.

- b. The area south of Wilson Lane should be rezoned to 20 acre minimums.
- c. In the Southern Separator, community separation between Larkfield/Wikiup and Santa Rosa is a subject which should be jointly discussed and worked out between Santa Rosa and the County as a priority matter. An expanded County Community Separator Study can be used for this purpose.

#### COMMUNITY SEPARATOR SUMMATION

In composite terms, 4,200 acres have been identified as having a critical priority status, and an additional 5,100 acres were given a high priority rating, for a total of 9,300 acres. Acreage estimates for each area are given in Table

Maps describing the areas involved are included at the end of this section.

TABLE 19 ACREAGES OF COMMUNITY SEPARATORS

Priority	North Rohnert Park	Meacham Hill	South Windsor	Total
Critical	1,000	1,600	1,600	4,200
High	2,000	1,400	1,700	5,100
TOTAL	3,000	3,000	3,300	9,300

Whether any of this land requires a public acquisition program to assure permanency or whether any of it can, or should be utilized in the "Triple Use Plan" or other wastewater irrigation project, should be the subject of further study upon a directive from the Board of Supervisors.

If any acquisition proves to be necessary, the Board of Supervisors should establish a separate funding source to finance the purchase of title or

development rights. In this case, a determination needs to be made whether financing should be generated on a countywide basis, or by virtue of establishing a taxing jurisdiction limited to the U.S. 101 corridor. At any rate, the support, participation and cooperation of corridor cities is essential regardless of whether implementation takes the form of regulatory measures, acquisition programs, or a combination of the two.

As is suggested in the Environmental Resources Management Element, any acquisition program should be accompanied by a land management strategy which attempts to draw productivity from lands which are not to be devoted to recreational use.



COMMUNITY  
SEPARATORS



COMMUNITY  
DEVELOPMENT



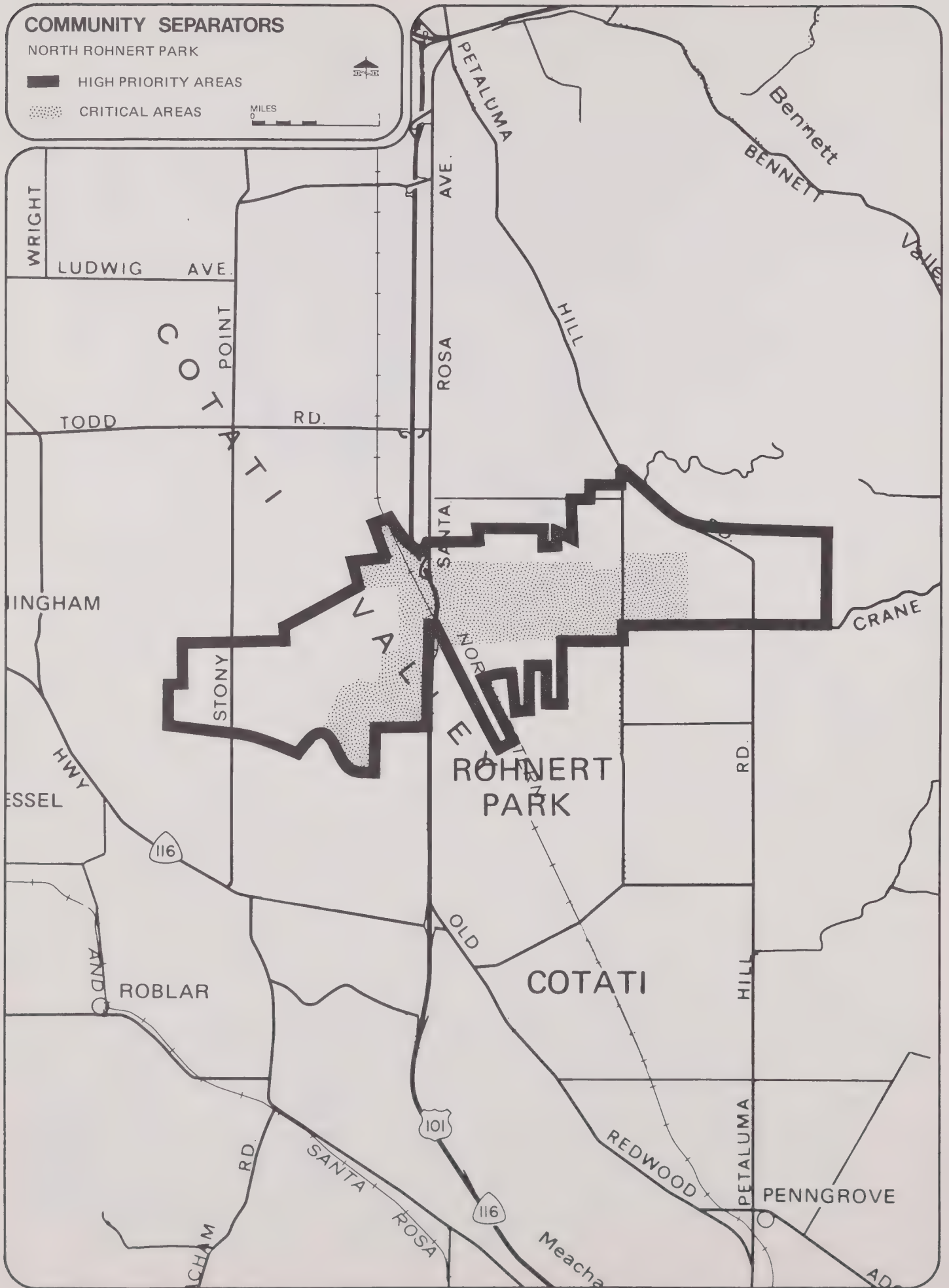
# COMMUNITY SEPARATORS

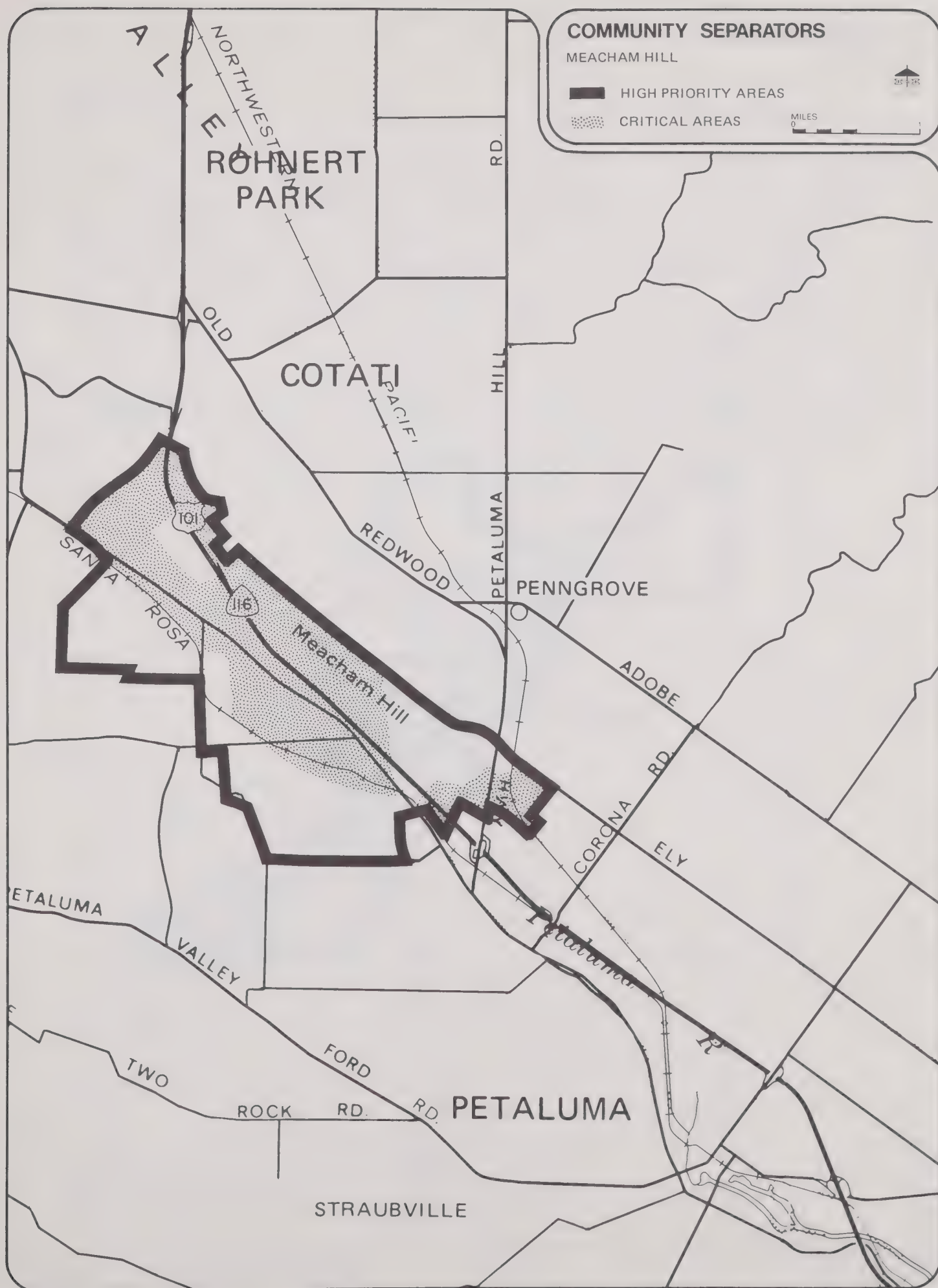
NORTH ROHNERT PARK

 HIGH PRIORITY AREAS

 CRITICAL AREAS

MILES





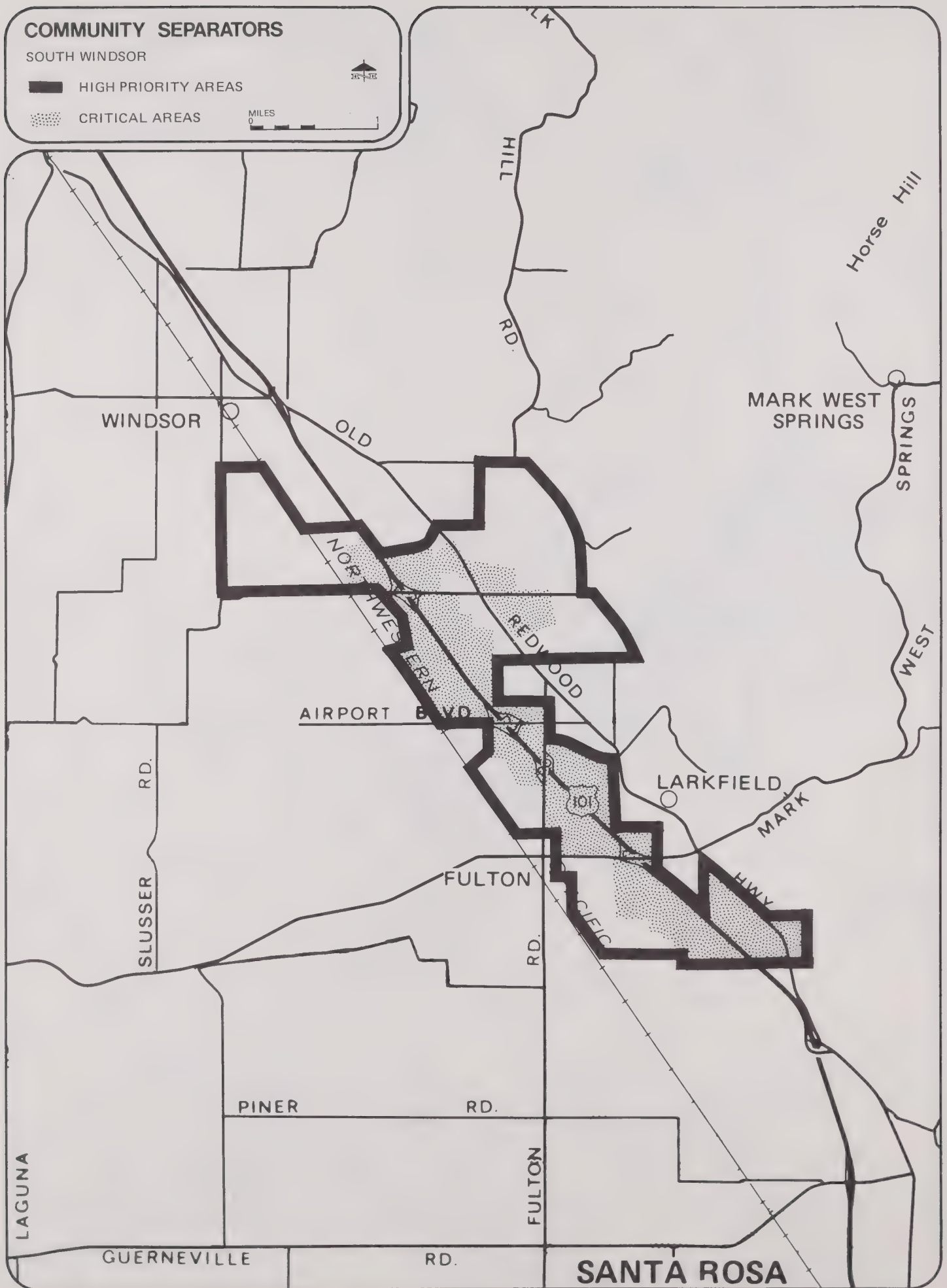
# COMMUNITY SEPARATORS

SOUTH WINDSOR

 HIGH PRIORITY AREAS

 CRITICAL AREAS

MILES





## HOUSING

The original Citizens' Advisory Committee on Housing prepared a series of goals and action step recommendations which were adopted by the Board of Supervisors during 1972 and 1973. The recommendations represent a means to begin the process of implementing the housing goals. Many of them require active participation by the County Planning Department, other County agencies, the cities, and the private market, and they also necessitate continuing citizen involvement.

Since 1973, the General Plan program has redirected its efforts toward completion of the other components of the General Plan. The task of implementing housing goals was delayed until completion of the General Plan. Furthermore, goals, policies and action steps of the Citizens' Advisory Committee on Housing were reviewed and revised somewhat by the newer General Plan Advisory Committee and by the Board of Supervisors. In the process, the goals and action steps have been restructured into the form of goals and policies; some of these are interwoven among other goals and policies under the parent category of shaping Community Growth and its several subcategories. The net result, however, has been to preserve the essence of the Housing Committee work achieved during 1972 and 1973.

The issues of primary concern already have been described in previous chapters of this report. They are more fully represented in the Technical Report of the Community Development Element. Two issues which generated differences between goals and policies preferences of the Board of Supervisors and the General Plan Advisory Committee involve (1) the amount of emphasis to be placed in goals/policies references on the study of programs for experimental housing, and (2) whether there should be specific reference to conversion to permanent occupancy of dwelling units designed for vacation or intermittent occupancy. The Board preferred additional emphasis on (1) and inclusion of the reference in (2).

### GOALS AND POLICIES RELATED TO HOUSING

#### Goal A

It shall be the goal of Sonoma County to provide and promote various means of improving education, communication, and coordination among public

agencies and city and county residents concerning the subject of housing.

To this end, it shall be the policy of Sonoma County to:

1. Encourage the various public and private agencies and private businesses to support education of home owners and tenants in house and apartment maintenance in the county; continue to study ways in which our public agencies can assist in the development or more adequately self-maintained homes.
2. Encourage public officials to establish programs of citizen participation in the decision-making process.
3. Work closely with the building industry, which is largely responsible for implementing the County's goals for housing.
4. Require that all County departments use Census Tracts or some other common geographic denominator to record and publish information and make that information available to the public and other agencies.
5. Cities-County coordination on housing matters should be encouraged by joint powers agreements or formation of technical and/or political advisory committees.

#### Goal B.

It shall be the goal of Sonoma County to provide an adequate mix of residential opportunities both as to cost and type.

#### Goal C.

It shall be the goal of Sonoma County to take positive steps in exploring various ways of providing low and moderate income housing by involving both the public and private sector.

To this end, it shall be the policy of Sonoma County to:

1. Study the feasibility of the mixed housing concept as one alternative in providing housing choice to low and moderate income residents; the study should be accompanied by an educational process which prepares the way for the mixed housing or other concept to be acceptable to producers, consumers and neighborhood groups.

2. Provide for tenant participation in decision making in all projects funded in full or in part by public funds for low and moderate income residents.
3. Support methods of financing low and moderate income housing.
4. Cooperate with architects, contractors, and relevant public agencies to provide tools for the developer to build lower cost housing, giving special attention to innovative high density housing.
5. Insure that housing for low and moderate income residents be located where an adequate infrastructure of public services and easy access to jobs are available.
6. Adopt the concept of equitable responsibility among the cities and counties of the region for development of low and moderate income housing.

Goal D.

It shall be the goal of Sonoma County to provide active support and encouragement for our Housing Authority.

To this end, it shall be the policy of Sonoma County to:

1. Authorize an increase in the number of units that the County Housing Authority can provide, if more funding becomes available to the Housing Authority.
2. Authorize the Housing Authority to explore new incentives to provide housing to large, low income families.
3. Recommend to the federal government that funds be made available interest free to local government to purchase single and multiple units which would be leased to low income residents.

Goal E.

It shall be the goal of Sonoma County to recognize that there needs to be a variety of housing in both the rental and ownership market and that the balance between rental and individual ownership should reflect the ascertained market, i.e., if

there is no demand for a certain type of housing, none should be built.

To this end, it shall be the policy of Sonoma County to:

1. Require County decision-making bodies, when considering a development proposal, to inventory the population that the project intends to serve and the housing needs that are being met by the project.

Goal F.

It shall be the goal of Sonoma County to review and revise the standards of design for high density and multiple family units to accord individual privacy and dignity to the immediate and future occupants.

Goal G.

It shall be the goal of Sonoma County to explore new and innovative methods of residential development that place greater emphasis on pedestrian traffic, and alternate means of parking automobiles that reduce on-street parking for the purpose of reducing street improvement costs.

Goal H.

It shall be the goal of Sonoma County to make allowance for the development of new concepts of housing which will not endanger the health, safety and welfare of the community.

To this end, it shall be the policy of Sonoma County to:

1. Support programs which allow for experimentation in housing types.
2. Encourage amendments to the Uniform Building Code to implement proven techniques resulting from experimentation.
3. Authorize the formation of a committee to advise in the field of "Owner Built/Occupied" homes, to aid in the solving of problems that arise in the areas of design, safety and sanitation and to gather and disseminate information resulting from experimentations in this field; this committee should be composed of citizens and appropriate public officials.



Goal I.

It shall be the goal of Sonoma County to eliminate racial, ethnic, sex, and age discrimination in the housing market in Sonoma County.

To this end, it shall be the policy of Sonoma County to:

1. Instruct all County department staff members to report cases of housing discrimination to the proper authorities.
2. Request the housing industry, including real estate, to continue and increase self-policing of discrimination in housing.
3. Work with Multiple Listing Board and other groups to inform them of the discrimination which takes place in Sonoma County.

Goal J.

It shall be the goal of Sonoma County to encourage rehabilitation or replacement of the County's housing stock.

Goal K.

It shall be the goal of Sonoma County to encourage energy conserving development.

To this end, it shall be the policy of Sonoma County to:

1. Adopt building standards which reduce the amount of energy required for space heating.
2. Encourage the use of alternate energy sources such as solar and wind power for residential needs, where appropriate.
3. Promote a distribution of residential land use which encourages energy efficient travel patterns.

Goal L.

It shall be the goal of Sonoma County that dwelling units designed for vacation or intermittent occupancy, not be converted to permanent occupancy where there is a question of public health or safety or where such occupancy would result in unreasonable public service demands.

## IMPLEMENTATION RECOMMENDATIONS

Many of the policy statements in themselves represent implementation steps; they were designed this way by the Citizens Advisory Committee on Housing. Some of the major implementation recommendations supplementing these policy statements were suggested in the chapter on "Countywide Findings and Conclusions: Housing". They will be repeated here along with additional recommendations.

1. The role and composition of a countywide committee on housing needs to be taken up once again. Several members of the former committee were appointed by the Board of Supervisors to the Steering Committee of the General Plan Advisory Committee. Another committee was formed in association with the citizen involvement requirements of the Community Development Act of 1974. In the latter case, the scope of the Community Development Act Committee has been more narrow than the comprehensive forms suggested in the Housing Element of the County General Plan. The primary staff relationship has been with the Department of Social Services.

Citizen involvement in implementation of the housing recommendations of the General Plan should be authorized and supported with adequate staff liaison from the County Planning Department. The need for ongoing activities related to housing, with involvement of government, private and citizen sectors, is more apparent and pressing now than in 1973 when Phase III of the Housing Element was adopted by the Board of Supervisors.

2. With the renewal of citizen committee focus on housing matters, the following priority matters should be pursued:
  - (a) Preparation of programs, identification of responsibility and development of a short range time frame for implementing the goals and policies for housing. In accomplishing these tasks:
    1. Each goal and policy must be considered
    2. Priorities for implementation must be determined
  - (b) A short range allocation or "fair share" plan for provision of adequate housing to low and

moderate income residents should be developed, using the definition of "housing need" suggested in the chapter on "Countywide Findings and Conclusions: Housing". This should include the following:

1. Evaluation of households needing assistance by location, using 1970 statistics as a guide.
2. Ability to absorb low/moderate income housing by location.
3. Determination of the study of the mixed housing concept.
4. Integration of housing need determinations with the long range housing demand conclusions of the University Research Center Economic Impact Study.

(c) The study of housing problem areas to determine the extent of, and reasons for deterioration, and to make recommendations for alleviating problems. The study in each case would include public service analysis. Priority areas include:

1. Russian River area
2. Roseland, Bellevue, South Wright
3. Boyes Hot Springs - El Verano
4. Graton

(d) A study of owner-built and occupied homes in order to aid in the solving of problems that arise in the areas of design, safety and sanitation and to gather and disseminate information resulting from experimentation in this field.

3. The Board of Supervisors should request a feasibility study for the establishment of a Housing Coordinator functioning at the County level.

The duties of the housing coordinator could include preparing a complete distribution model for low and moderate income housing, serving as a focal point for housing information, coordinating grant or subsidy monies coming into the County, working with local jurisdictions,

developers, nonprofit sponsors and citizen groups interested in housing, and setting priorities as to desirable locations and groups to be served.

Whether the housing coordinator should be funded directly by the County and thereby be responsible to the Board of Supervisors and the general Sonoma County electorate, or whether the position can be left to a State or Federally funded organization or possibly a private agency that is not directly responsible to the County, should be carefully studied. Nevertheless, the Planning staff believes that the concept of centralizing public and private efforts is a significant one, one that deserves careful consideration since it could be the first step in marshalling all of the latent forces in the community into positive steps in working out the housing problem.

4. Preliminary indications from ABAG studies of "fair share" allocations of housing subsidies are that the Region and the County (Phase III of the Housing Element) have made similar estimates of present total county housing assistance needs. ABAG should be advised by the Board of Supervisors that Sonoma County intends to recognize to the full extent of its capability, a regional share of housing assistance needs, but prefers to determine its own distributional needs within the County.

## **OFFICE AND COMMERCIAL, AND INDUSTRIAL LAND USES**

### **BACKGROUND**

Sonoma County should be able to attract a level of commercial and industrial development which can make this part of the region relatively self-sufficient. Neither the Land Use Plan nor the Transportation Element are designed to encourage the current trend towards an increase in the rate of commuting. A goal to discourage out-commuting was drafted by the Board of Supervisors and approved by the Transportation Committee. The General Plan Advisory Committee disagreed with this statement, however, and preferred that commuting should be monitored rather than discouraged.

Estimates of commercial and industrial employment potential and space needs have been made in each Planning Area. Policy statements listed below outline the general locational guidelines which are recommended to the County and the Cities.



The projected growth in industrial and commercial activity is contingent upon the availability of suitable lands. Growth in employment, output and sales can only be accomplished if necessary land is available at the appropriate time. This is a greater problem for industrial activities than it is for commercial land uses. The best planning practice would have industrial activities take place in fewer, more expansive locations; this often requires that considerable land be held in an undeveloped state for the long periods of time it may take industrial centers to realize their potential. This makes it doubly important that zoning and utilities are not provided in excess of needs. Oversupply will cause pressures for other land uses intruding into industrial areas.

In the long run the viability of industrial centers and the development of major commercial areas will almost solely fall within the public service, regulatory, and promotional purview of the municipalities if the Community-centered concept is to be implemented. The converse, however, is true of the agricultural industry to which the County of Sonoma has fundamental responsibilities. In this case, recommendations are offered in the Environmental Resources Management Element.

The fact that continued economic growth has been projected by economists working in the General Plan Program does not guarantee that it will happen. Economic growth commensurate with General Plan goals should not merely be accommodated but should be sought.

Many people in Sonoma County feel that growth is inevitable and that industry will locate in Sonoma County on its own initiative; furthermore, the feeling is that once an industry arrives, their needs will be met when it comes. Most people desire light and clean industry, paying good wages, having a good tax base and providing high density employment for local residents. In the judgement of the Economic Development Director, local government can have a positive impact on the types of industries and economic activities that will produce desired results by using programs designed to attract selected firms. At the same time communities can discourage the types of industry and activity that would not be compatible with their long range development goals.

The cities seem to be more concerned with sales tax revenue as a major source of revenue than they

are with property tax that might be generated by industrial investment. Economic planning and development in most cities including those in Sonoma County results from activities of private developers who are attempting to accommodate plants; only a minimal effort has been offered from the public sector.

#### GOALS AND POLICIES RELATED TO OFFICE AND COMMERCIAL LAND USES

##### Goal A.

It shall be the goal of Sonoma County that proposed office and commercial development should meet an existing need for services, or arise in conjunction with an otherwise approved development to meet an anticipated need, but that such development should not be allowed solely for the purpose of attracting the growth to create that need.

##### Location

##### Goal A.

It shall be the goal of Sonoma County that office and commercial uses be located within or in close proximity to areas where the level of population justifies new or expanded activities.

##### Goal B.

It shall be the goal of Sonoma County that office and commercial zoning be compatible with the concept of consolidating growth in cities and communities.

To this end, it shall be the policy of Sonoma County to:

1. Evaluate existing office and commercial zoning for conformance with this goal and to recommend rezoning of land where necessary.
2. Institute administrative procedures requiring improvements before zoning is finalized.
3. Permit highway commercial uses consistent with the economic, environmental, community form, and transportation goals and policies.
4. Permit highway commercial uses on new roads or new alignments only when consistent with policy number three.

## Accessibility

### Goal A.

It shall be the goal of Sonoma County that the location of office and commercial facilities should maximize ease of access by virtue of:

1. Provision of balanced accessibility, including but not limited to public transportation, pedestrian, bicycle, and auto opportunities.

## Design

### Goal A.

It shall be the goal of Sonoma County to provide for design review procedures for the development of new office and commercial centers and the expansion of existing centers to assure:

1. High standards of architectural and site design and compatibility with the surrounding existing and projected land use.
2. Compatibility of architectural and site design with the natural resources of the areas affected.
3. Compatibility with the density and character of the communities involved.
4. Compatibility with adopted transportation plans, including provisions for the ease of traffic flow, adequate parking and accommodation of non-automobile access.
5. Consistency with the social, economic and environmental goals of Sonoma County, in order to become an effective means of supporting and realizing such goals.
6. Provision of open space, recreational facilities and landscape amenities.

## GOALS AND POLICIES RELATED TO INDUSTRIAL LAND USES

### Need

### Goal A.

It shall be the goal of Sonoma County that the need for industrial development should be met by encouraging those industries whose locational requirements are

consistent with the goals and policies relating to projected County growth.

To this end, it shall be the policy of Sonoma County to:

1. Encourage industry whose manpower needs would not generate an influx of population in excess of projected county growth.

Goal B.

It shall be the goal of Sonoma County to attract the industries whose impacts tend to reduce unemployment in the existing labor force.

To this end, it shall be the policy of Sonoma County to:

1. Give priority to industry which will employ current residents of the County.

Type

Goal A.

It shall be the goal of Sonoma County to attract industries that are or can be made environmentally clean.

Location

Goal A.

In establishing future industrial sites or relocating currently operating industries, it shall be the goal of Sonoma County to:

1. Insure compatibility with existing and projected surrounding land use.
2. Encourage concentration of like facilities in industrial park developments for economy of land use.
3. Encourage locating industry in proximity to existing or planned urban areas, where sewer services may be available, so as to:
  - a. Preserve rural, agricultural and recreational lands.
  - b. Minimize travel requirements
  - c. Avoid traffic congestion
  - d. Separate incompatible industrial and residential areas.



4. Insure that industrial sites are placed with concern for transportation and servicing of the needs of the particular industry.
5. Institute administrative procedures requiring improvements before zoning is finalized.

#### Accessibility

##### Goal A.

It shall be the goal of Sonoma County to locate industrial land uses in a manner which would assure that:

1. Industrial traffic would not be channelled through residential and commercial areas.
2. The size and number of facilities allowed in a given area would not impede access to the surrounding areas.
3. Provision is made for balanced accessibility, including but not limited to, public transportation, pedestrian, bicycle, and auto opportunities.

#### Design

##### Goal A.

It shall be the goal of Sonoma County to provide for design review procedures for the development of new industrial areas and the expansion of existing areas to assure:

1. High standards of architectural and site design and compatibility with the surrounding existing and projected land use.
2. Compatibility of architectural and site design with the natural resources of the areas affected.
3. Compatibility with the density and character of the communities involved.
4. Compatibility with adopted transportation plans; including provisions for the ease of traffic flow, adequate parking and accommodation of non-automobile access.
5. Consistency with the social, economic and environmental goals of Sonoma County in order to become an effective means of supporting and realizing such goals.

6. Provision of open space, recreational facilities and landscape amenities for employees' enjoyment.

#### IMPLEMENTATION RECOMMENDATIONS FOR COMMERCIAL AND INDUSTRIAL LAND USES

1. The cities should review their planning and zoning objectives for industrial land uses in light of the long-term needs and locational criteria suggested in the Community Development Element. In unincorporated areas where industrial activities exist, or by virtue of existing zoning could exist, the participation of the County Planning Department and Economic Development Board should be enlisted.
2. In the Coastal and Russian River Planning Areas, the County of Sonoma should review its planning and zoning objectives for industrial land uses in light of the long-term needs and locational criteria set forth in the Community Development Element.
3. The cities and the County should utilize the long term needs and locational criteria suggested in the Community Development Element when evaluating proposals for commercial and industrial land uses.
4. Adequate provisions for commercial and industrial activities should be made by the cities and the County in balance with the residential opportunities which are accommodated. This requires attention not only to long term goals, but also to the avoidance of short term imbalances between employment and housing which might have future consequences contrary to the social, economic, and environmental goals of the General Plan.
5. The cities should give more attention to the specifics of economic development as it will affect their future. Economic development planning should be a joint city/county effort just as the implementation of the urban growth recommendations in the General Plan requires similar cooperation. In this respect, the Economic Development Board needs more specific direction towards expanding

its role and placing more emphasis on providing assistance to the economic development of the County.

## **INSTITUTIONAL LAND USES**

### BACKGROUND AND IMPLEMENTATION RECOMMENDATIONS

Highly important to the social structure of any area are such institutional services as are provided by schools, hospitals, and libraries. Some, but not all, of the long range service needs are outlined in the municipal general plans and in certain County area studies. These needs should be re-evaluated in terms of the context offered by the Sonoma County General Plan. This should be accomplished by the preparation of a Public Services and Facilities Element. Such an element would also include the sheriff's function as well as other criminal justice system services, and additionally should embody fire services. The preparation of this element would involve the timely cooperation and assistance of many agencies, e.g., more than 40 school districts. It would also involve the acceptance of the General Plan population projections.

Irrespective of the accomplishment of such an adjunct to the County General Plan, it is recommended that all applicable public agencies utilize the policy criteria listed below in the planning, development, and approval of institutional land uses.

### GOALS AND POLICIES RELATED TO INSTITUTIONAL LAND USES

#### Need

##### Goal A.

It shall be the goal of Sonoma County to insure that adequate land be provided for institutional land uses where significant growth and development will require such an anticipated need.

#### Location and Accessibility

##### Goal A.

It shall be the goal of Sonoma County to insure that institutional uses shall be located, to the maximum extent feasible, in a manner which provides equitable and adequate access and service for residents of the relevant area of the County.

## Design

### Goal A.

It shall be the goal of Sonoma County to provide for design review procedures for the development of new institutional land uses, and the expansion of existing institutions to assure:

1. High standards of architectural and site design and compatibility with the surrounding existing and projected land use.
2. Compatibility of architectural and site design with the natural resources of the areas affected.
3. Compatibility with the density and character of the communities involved.
4. Compatibility with adopted transportation plans; including provisions for the ease of traffic flow, adequate parking and accommodation of non-automobile access.
5. Consistency with the social, economic and environmental goals of Sonoma County in order to become an effective means of supporting and realizing such goals.
6. Provision of open space, recreational facilities and landscape amenities for employees' enjoyment.
7. That hospitals, public institutions for the care of handicapped and elderly people, and correctional institutions, are designed in a way to provide the quiet needed for these institutions, as well as serve recreational needs.

## **COMMUNITY FORM AND ECONOMIC CONCERNS**

### BACKGROUND

This summary report of the Community Development Element is replete with references to matters pertinent to the goal categories of Community Form and Economic Concerns. Many of the issues and recommendations related to these subjects already have been described, and a review of these references is briefly offered at this point in the summary report.

It should be noted that although the Board of Supervisors and the General Plan Advisory Committee



have generally agreed on the intent and purposes which should be served by the goals and policies on Community Form, there have been a number of points on which there is disagreement. For the most part, the disagreement involves the degree of emphasis to be given in the implementation of a particular goal or policy. The differences can be summarized in the following manner:

1. The Board submitted a set of goals and policies to the Committee which advocated that Sonoma County should "accommodate anticipated population growth" in ways that were not damaging to the goals of the County. The Committee preferred a version which would not make reference to the term "anticipate".
2. Rather than accept the Board's policy statement that would "encourage" rural life styles, the Committee preferred a policy which "accommodates both urban and rural life styles" and one that would "guide rural residential development" according to a list of general conditions under which such development should take place.
3. The Board drafted policy statements which listed in a specific manner the environmental factors that should influence the location of development. The Committee chose wording which was more general in nature, and which referred to "the principle of environmental suitability."

#### GOALS AND POLICIES RELATED TO COMMUNITY FORM

##### Goal A.

It shall be the goal of Sonoma County to accommodate population growth in ways that are not damaging to the social, economic and environmental goals of this County.

To this end, it shall be the policy of Sonoma County to:

1. Plan for rationally phased growth in accordance with the ability of public agencies in the county to provide transportation, water, sewers, and other public services and facilities. Public agencies should be able to provide concurrently with development, not only water and sewers but also other services such as schools, transit and fire protection.

2. Set up an ongoing system to monitor the effects of population growth and changing land use patterns on the environment - including air quality, water quality, vegetation and animal life.
3. Encourage the planning process to allow a steady growth curve of housing stock, consistent with Policy I.

#### Implementation Recommendations for Goal A

1. There are numerous references and recommendations in this Community Development Element report which pertain to the manner in which population growth should be accommodated, both in the countywide chapters, and in the material relating to Planning Areas. Principal among these are the following, placed in a countywide context:
  - a. A countywide population of 430,000 should not be exceeded by the year 2000; the supply of land made available for development should not exceed the need to accommodate that level of population. Both the projection and the land supply proposed allow for continued growth at a rate and amount representing a reasonable and responsible share of regional growth.
  - b. The Transportation Plan is designed to serve the suggested year 2000 level of population and the distribution of land uses proposed in the Land Use Plan.
  - c. All county jurisdictions, including the cities, should accept on a tentative basis not only the long-range population goals for each Planning Area, but also should collectively and carefully monitor growth on a short term basis. If by 1980 the growth of the County seems to be inconsistent with the long range goal, a countywide review committee composed of city and county elected and advisory officials should discuss and negotiate adjustments.
  - d. Growth monitoring should be accomplished on a coordinated city-county basis, and should systematically record the development of the County both in terms of private construction

and the provision of public services and facilities, and which also registers the resultant impacts and policy relationships. A comprehensive analysis of monitored data should be prepared every 3 years in a "State of the County" report. The first of such reports should be published in 1978 and would be used to evaluate the relationship between the circumstances prevailing at that time and the 1980 and 2000 goals of the General Plan. At the time the 1981 "State of the County" report is prepared, the General Plan and its policies should be updated and extended with the year 2005 as the new horizon year. In this manner the General Plan is perpetually a 25 year plan which also reflects short range goals (Refer also to Information System).

- e. A Public Services and Facilities Element should be prepared which incorporates the results of the fiscal analysis studies recommended for certain rural areas and unincorporated communities (See Fiscal Impacts and Public Service Analysis in the Countywide Findings and Concerns portion of this summary report). The public services which should be analyzed are water, sewer, fire and police. Schools should be considered as another possibility for analysis. This Element should subsequently include other utility services as is suggested in the implementation recommendations for Sewage and Solid Waste Disposal, Water Supply and Other Utilities.
- f. The coordination of public services and facilities planning with land use planning should involve the Planning Department and Planning Commission. The Board of Supervisors has taken steps to bring this about where road improvements are concerned. Sections 65401 and 65402, however, require that all types of major public works projects and all significant purchases or disposition of property and construction of buildings for public purposes be reviewed by the "planning agency" once the General Plan is adopted. The "planning agency" in Sonoma County is the Board of Supervisors, Planning Commission, Board of Zoning Adjustments, Planning Department, County Counsel, and Engineering Advisory Committee. This type of review should be put into practice for all public

agencies under County Government jurisdiction, including the Sonoma County Water Agency whose Board of Directors is also the Board of Supervisors. This would not only implement state law, but would help overcome the deficiencies in coordination and communication pointed out by Griffenhagen-Kroeger, Inc. (1)

- g. The implementation of Sections 65401 and 65402, and the establishment of an overall coordinative process which assumes maximum utilization and effectuation of the General Plan can further be accomplished and assisted by the initiation of a Planning-Policy Committee such as is recommended in the Environmental Resources Management Element, and by an expanded coordinating role performed by the Program Assistant for Development.

#### Goal B

It shall be the goal of Sonoma County to provide for a growth pattern which accommodates both urban and rural lifestyles, and that this pattern be accomplished by commitments to: a community-centered concept, controlled expansion in designated rural living areas, provision of green belts surrounding and separating urban areas, retention of agricultural resources, and adherence to the principle of environmental suitability.

To this end, it shall be the policy of Sonoma County to:

1. Encourage a pattern of growth which maintains the existing range of types of communities: the unincorporated hamlets, the villages, the towns and the cities.
2. Preserve the identities of present communities.
3. Develop an ongoing open space program around and within cities to provide visual relief from urban densities.
4. Promote compactness of all community boundaries to reduce the cost of providing urban level services within these areas.
5. Guide rural density development by (1) insuring that these areas do not need urban level public services at a future time; (2) affirming that rural living is a desirable alternative between urban and agricultural densities; (3) acknowledging that large lot subdivisions are a preferred alternative to lot-split rural density development;



(4) acknowledging that rural development can result in deferred public costs and has unpredictable impacts on public services, and requiring that residents who live in lot-split housing areas be responsible for improvements of County collector roads; (5) urging that residents of low or moderate income not be excluded from rural living.

#### Implementation Recommendations for Goal B

1. The Land Use Plan reflects a growth pattern based on a community-centered concept; it also reflects controlled expansion in the rural areas according to the principle of environmental suitability, and the objective of retaining agricultural resources. (See the Land Use Plan references in the Introduction and Countywide Findings and Conclusions chapters). The "greenbelt" concept and the preservation of community identities are observed by distinct density changes proposed around communities and the Community Separator recommendations.
2. It is proposed that the existing network of communities should serve as the focus of all new urban growth in Sonoma County. Compact community growth is a principle inherent in the development of the Land Use Plan, and is represented in the delineation of urban expansion areas, and by a proposal that both the short-range and long-range General Plan population projections be used as guides for each Community.
3. New rural living opportunities are provided for in the Land Use Plan, although most County growth is expected to gravitate toward communities (See the Population Projections section of the chapter on Countywide Findings and Conclusions).

#### Goal C

It shall be the goal of Sonoma County to provide an urban setting of such outstanding quality that residents will not feel a need to escape to other areas.

To this end it shall be the policy of Sonoma County to:

1. Promote better cooperation between city government and county government in order to effectuate the goals and policies of each.

2. Cooperate in the development of architectural themes where appropriate to provide local character to each community.
3. Maintain high building and design standards in urban communities to adequately guarantee the protection of the health and safety of urban residents.
4. Encourage the reclaiming of already divided lands from their present configurations to present day planning concepts.
5. Encourage ongoing programs of recycling urban areas through periodic redevelopment to improve the quality of urban environment.

#### Implementation Recommendations for Goal C

1. Better cooperation between city and county governments is needed in order to effectively implement the General Plan, or to effectuate whatever modifications which may be deemed to more closely approximate the goals and policies of each jurisdiction. As indicated in the Countywide Implementation section on the Timing and Phasing of Community Growth, new intergovernmental mechanisms appear to be necessary and should be studied immediately in cooperation with the Sonoma County Local Agency Formation Commission. The Planning Area Findings and Conclusions chapter includes suggestions for area planning commissions as one possible intergovernmental mechanism.
2. The development of architectural themes has had a beginning in the application of the Historic District to Freestone. The Countywide Historic Preservation Technical Committee described in the Environmental Resources Management Element is expected to survey, evaluate and promote other candidate areas and structures.
3. Suggestions for land reassembly and/or redevelopment are made in the Planning Area Findings and Recommendations section.

#### Goal D

It is the goal of Sonoma County to promote diversity of life styles consistent with the social, economic, transportation and environmental goals of the County.

To this end, it shall be the policy of Sonoma County to:

1. Avoid restrictive land use practices that have particular impact on any socioeconomic group unless such impacts are mitigated by alternative programs.
2. Promote socioeconomic diversity in our urban communities.
3. Encourage housing concepts that make an adequate supply for all income levels and age groups in all neighborhoods and communities.

#### Implementation Recommendations for Goal D

1. The Land Use Plan provides for a continued diversity of lifestyles, although the growth emphasis is directed toward the cities.
2. The Land Use Plan does imply a reduced growth potential in the rural areas. The "socio-economic groups" most affected will be the farmers and ranchers owning agricultural land, although reduced development potential would only apply to a small proportion of the total supply of such land. Whether this represents a negative or positive impact should be judged in terms of the practical necessity for most rural landholders to remain in agribusiness without compatibility problems with other land uses and without the tax burden resulting from the continual, piecemeal and speculative parcelization of the rural areas.

Alternative programs to mitigate impacts which may or may not be caused by land use policy are suggested in the Environmental Resources Management Element. The issue of compensation is dealt with in the Countywide Implementation section with that title.

3. Implementation recommendations regarding socioeconomic diversity and housing concepts for all income levels and age groups are found in the Housing section of this chapter.

## GOALS AND POLICIES RELATED TO ECONOMIC CONCERNS

### Goal A

It shall be the goal of Sonoma County that future economic growth should encourage diversity.

To this end, it shall be the policy of Sonoma County to:

1. Monitor the commuter industry in order not to develop an undue dependency on out-of-county commuting.
2. Direct public policy toward more self-sufficiency among the various communities.

### Implementation Recommendations for Goal A

1. Monitoring the commuting industry should be an aspect of the countywide growth monitoring system. An initial step will be derived from analysis of the 1975 Special Census which includes data about the commuting labor force.
2. The implementation proposals for commercial and industrial land uses are partially oriented toward the policy of community self-sufficiency. In particular, there is a recommendation for a joint city-county effort to attract desired industry commensurate with General Plan goals.
3. The employment projections for the General Plan indicate the potential for self-sufficiency without the necessity for increasing the proportion of commuters to the total labor force.
4. Fostering self-sufficiency would be assisted if a city-county revenue sharing system were devised to partially equalize revenue base differentials which are arising among the cities. With state approval, for example, a portion of sales tax revenue could be dispersed on a population basis rather than being distributed solely from a point-of-origin standpoint. This may mitigate the problem of inter-community disputes which have recently evolved over the issue of shopping center location.



## GOAL RELATED TO TRANSPORTATION GOAL X

It shall be the goal of Sonoma County to discourage out-commuting through transportation planning.

### Implementation Recommendation for Goal X

1. The total number of people living in Sonoma County and working elsewhere is expected to increase from 15,000 in 1973 to 35,000 by the year 2000. The proportion of the labor force having to commute, however, is not expected to increase significantly (See the Employment, Income and Age Structure Projections section of the chapter on Countywide Findings and Conclusions).

The Transportation Plan is designed to accommodate this level of commuting in terms of highway improvements and transit facilities, but would not be capable of handling a significantly greater proportion of commuting without an increase in congestion levels unless a greater than anticipated usage of transit were to materialize.

## **SEWAGE AND SOLID WASTE DISPOSAL, WATER SUPPLY AND OTHER UTILITIES**

### **BACKGROUND**

The extension of the basic public services of sewer and water is a major concern of the Land Use Plan. The rate of urban expansion is strongly related to the extent of sewer service and the capacities of the sewer and water systems. The proposed Land Use Plan makes explicit assumptions about the extent and capacities of sewer service to the year 2000 throughout the County. The same holds true for water service and capacity to support the year 2000 level of population. No plan for utility services has been prepared for the urban jurisdictions as an aspect of the County General Plan program. Still, the assumptions made were derived from the policies and programs implicitly or explicitly practiced or advocated by these jurisdictions. Neither has there been any plan prepared for electricity, natural gas, telephone, or Cable TV services, but these services are not supplied by public agencies in Sonoma County and are not normally included in general plans. A Solid Waste Management Plan has been prepared by the County Department of Public Works but not as a General Plan Element.

The groundwater resource of Sonoma County historically has been important to both municipal and rural users, and its use has been steadily increasing. The septic capability of the soils in Sonoma County is generally poor. During the course of the General Plan Program, a cooperative study of the groundwater resources in the County, including septic relationships, was undertaken and completed by the California Department of Water Resources and the County Planning Department. Additional studies on a sub-area basis have resulted. This is further described on subsequent pages of this chapter.

### **GOALS AND POLICIES RELATED TO SEWAGE AND SOLID WASTE DISPOSAL; WATER SUPPLY; OTHER UTILITIES**

#### **Goal A**

It shall be the goal of Sonoma County to provide facilities which meet the utility needs of the public and are of high ecological and aesthetic quality.

To this end, it shall be the policy of Sonoma County to:

1. Adopt a general plan of utility services to supply the needs of the people of Sonoma County for electricity, natural gas, telephone, Cable TV, water and sewer.
2. Require the review of the proposed location of new public utilities to evaluate their consistency with adopted goals and policies of Sonoma County.
3. Oppose the routing of major transmission lines through public recreation and scenic areas, not consistent with the adopted general plan for utility services adopted pursuant to Policy No.1.
4. Encourage continued studies to develop economic methods of installing underground electric transmission lines.
5. Require electrical distribution lines in new residential or commercial areas to be placed underground and establish a plan for converting existing overhead lines to underground facilities where feasible.
6. Require that electric substations and gas control stations be located, designed and landscaped to fit inconspicuously and harmoniously into their surroundings.
7. Encourage the multiple use of utility owned transmission line rights-of-way for riding and hiking trails, pedestrian ways, landscaped greenways, parking, park areas, and wildlife preserves.
8. Consolidate utilities into common utility corridors wherever practicable.
9. Require Economic Cost-Benefit and environmental impact studies on all proposed aqueducts and trunk sewers well in advance of any planning decision.
10. Consolidate growth in cities and communities to avoid long extensions of water and sewer service.

#### IMPLEMENTATION RECOMMENDATIONS FOR GOAL A

1. The year 2000 Planning Area population projections of the Land Use Plan should be used as guides for sizing sewer and water facilities. Service areas relating to the spheres of influence delineations made for cities and special districts providing such services should also be guided by these projections.

2. The cities, affected special districts, and the Local Agency Formation Commission should use the applicable 1980 Planning Area population projections of the Land Use Plan as guides for delineating urban service areas as an aspect of spheres of influence.
3. Environmental impact reports are already required for aqueducts and trunk sewers; cost benefit studies in the most comprehensive sense (i.e., relationships to other public services) should be requested by the County and the cities as companion requirements.
4. In order to avoid long extensions of water and sewer service, the Community centered concept should be accepted as expressed in the Land Use Plan.
5. As an immediate outgrowth of General Plan adoption, a Public Services and Facilities Element should be prepared which includes long range plans for solid waste management, water supply, sewage disposal, and flood control. Regional, city and special district participation should be requested.
6. A subsequent addition to the Public Services and Facilities Element should include the other services indicated in Policy 1. The type of concerns expressed in Policies 3, 4, 5, 6, and 8 should be incorporated in the element. The utilization of Policy 3 should include consideration for the avoidance of heavily developed residential areas.
7. The findings and recommendations of the Public Services and Facilities Element should be forwarded to the appropriate regulatory agencies.
8. Policy 7 is a matter which is addressed in the Open Space recommendations of the Environmental Resources Management Element and in the Bikeways recommendations of the Transportation Element.

#### Goal B

It shall be the goal of Sonoma County to dispose of and reuse both liquid and solid waste in ways which cause no hazard to health or safety and in ways which are economically efficient, ecologically sound and aesthetically pleasing.



To this end, it shall be the policy of Sonoma County to:

1. Consider both liquid and solid waste as resources.
2. Encourage and monitor research and experimentation in the fields of liquid and solid waste disposal reuse. Such research and experimentation should involve technological, land use, ecological and economic considerations, and should be directed to, but not be limited to, compost disposal and methane generating systems.

#### Implementation Recommendations for Goal B

1. In the development of a Public Service and Facilities Element, recycling of liquid waste should be a high priority concern. The County Solid Waste Management Plan makes recommendations for recycling solid waste. This Plan should be adopted as a component of the Public Services and Facilities Element, and the Department of Public Works should provide the staff resources necessary to accommodate the necessary review and adoption procedure.
2. The preparation of the Public Services and Facilities Element should include the type of research indicated in Policy 2.

#### Goal C

It shall be the goal of Sonoma County to maintain the quality of groundwater.

To this end, it shall be the policy of Sonoma County to:

1. Evaluate the cumulative impact of septic disposal in the design review procedure for rural subdivisions and lot splits.

#### Goal D

It shall be the goal of Sonoma County to maintain groundwater supplies for agricultural and rural development purposes.

To this end, it shall be the policy of Sonoma County to:

1. Monitor groundwater supplies to insure the highest possible safe yield.

2. Develop groundwater resources for water supply when consistent with safe yield.
3. Preserve groundwater recharge areas which are necessary to maintain essential water supplies.

#### Implementation Recommendations for Goals C and D

Septic tank waste disposal systems on individual lots have been and will continue to be a problem in Sonoma County. Current septic tank regulations and criteria as adopted by the Sonoma County Public Health Department will adequately serve to prevent problem areas from developing to the extent that public health is jeopardized. Many rural areas of Sonoma County were developed before the adoption of these regulations. These older areas of development have and will continue to have septic tank failures especially in the winter months. The following recommendations seek to further the administration of septic tank regulations and remedy existing problems.

1. The Sonoma County Public Health Department should be directed to investigate all suspected areas of septic tank failure and take remedial action as outlined under the Public Health Code.
2. A septic survey should be conducted by that department as an aspect of, or prior to the commencement of any area study by the Sonoma County Planning Department.
3. The Department of Public Health should institute a certification, licensing and bonding procedure for organizations and individuals conducting percolation tests in Sonoma County.
4. Percolation tests by individual property owners should no longer be accepted as evidence of septic suitability.
5. Prior to the rental or sale of property, an inspection of the well and septic tank be conducted so that the new owner is aware of applicable health code requirements prior to the execution of sales or rental agreements.
6. A system of issuing permits for septic tanks be instituted whereby every septic system is inspected at two year intervals and permits issued to insure the proper maintenance of these systems.

The development of groundwater resources for domestic and municipal water supplies in Sonoma County has generated much debate as to its availability, quality and quantity arising out of the concerns expressed. The County of Sonoma has entered into three cooperative agreements with the California State Department of Water Resources to study the major groundwater resources of Sonoma County. The initial study to be published in December, 1975 entitled "The Groundwater Resources of Sonoma County" was a general inventory of the groundwater resources of Sonoma County covering the location, extent, and quality of groundwater, and an inventory of present municipal and private groundwater development. This study has been followed by a cooperative agreement with the County of Sonoma, City of Rohnert Park, and the Department of Water Resources to investigate groundwater supplies for the City of Rohnert Park. This second study now underway and expected to be completed in June, 1977 is the Planned Utilization of Groundwater Resources Study of the South Santa Rosa Plains. This study will encompass the entire geohydrologic system and evaluate the capability of the groundwater system to support municipal and other water demands.

A third study to begin in 1975 and be completed in June of 1980 will have the same goals as the South Santa Rosa plains study and cover the remaining major groundwater basins including the Northern Santa Rosa Plains, Petaluma Valley, Sonoma Valley, Rincon Valley and the Kenwood-Glen Ellen Valley areas. This study which will incorporate the findings and data of the two previous studies will be known as "The Planned Utilization of Groundwater Resources Study of Sonoma County".

These three studies will answer most questions on the major groundwater resources of the County and develop management proposals. The need exists, however, to develop more information on, and development guidelines for the minor groundwater areas of Sonoma County which are not covered in these studies. These areas currently receive some regulation under the Well Ordinance of the Sonoma County Public Health Department and under the lot split ordinance of the County Planning Department. These regulations only guide the development of water supplies on individual lots. Water supply and quality problems, however, are area-wide in nature and scope and are not addressed by these ordinances.

The following recommendations seek to remedy some of the problems arising in these areas:

1. All future and any past area studies done by Sonoma County Planning Department should contain as a basic data source a detailed geohydrological examination of the groundwater supplies conducted by a groundwater geologist.
2. Groundwater availability should be a prime determining factor in the establishment of residential development so that the groundwater resources are neither depleted nor contaminated.
3. The Sonoma County Water Agency, using the staff geohydrologist recommended in the Environmental Resources Management Element should conduct the water supply and quality investigations suggested above.

### **CITIZEN INVOLVEMENT AND GOVERNMENT ACCESSIBILITY**

The continuity of citizen involvement in the General Plan process is an objective which the General Plan Advisory Committee feels is essential. The following general goal was adopted by the committee and is a recommendation of the General Plan:

It shall be the goal of Sonoma County to provide a continuing citizen participation process in the implementation, review, and amendment of the General Plan in order to assure that it continually reflects the goals of the County.

To this end, it shall be the policy of Sonoma County to:

1. Periodically review the General Plan and invite recommendations from the citizen participation process.
2. Provide for interaction and mutual representation between the General Plan citizen participation process and that which is established for area study purposes.



The General Plan Advisory Committee also felt strongly that the activities of government be conducted in a manner highly visible to the citizenry. Another recommendation of the Community Development Element is incorporated in the following goal and policy statements adopted by the Committee.

It shall be the goal of Sonoma County to develop and implement procedures to open government to individuals in all matters of governance.

1. All departments of the County shall maintain open access to the public and an attitude of assistance to citizens in their needs.
2. All policies and procedures within any agency of the County shall be seen as methodologies for implementing good governance and when any of these policies and procedures become road blocks to good governance they shall be appropriately reviewed.
3. County Government shall be responsive to individuals regardless of where within the County the individual lives. Agencies and departments may use districts for purposes of administrative orderliness, but public decisions shall be applied uniformly throughout the County.
4. All departments and agencies of the County shall develop open, clear and consistent procedures for citizen input and for citizen review at all stages of the decision-making process.
5. All fiscal matters, both long range and short range, of the County shall be determined on the basis of value to the residents of the County.
6. Each department and agency of County government shall be evaluated periodically by a citizens' review committee to determine compliance with the goals and policies set forth above.

## INFORMATION SYSTEM

The preparation of the General Plan elements has included the development and utilization of an information base which is diverse and complex. The Plan not only has become a reality because of this resource, but its implementation and continual utility also will depend on the maintenance of the wealth of information collected. The implementation of the General Plan must include a commitment to data base maintenance.

The General Plan Advisory Committee adopted the following statement intended as a preface to its report on goals and policies:

*It is the objective of Sonoma County to have all information gathered in conjunction with implementing the goals and policies maintained and made machine retrievable so that it can be made readily available for use by all agencies and citizens of Sonoma County.*

A significant portion of the General Plan information base is in machine-retrievable form in terms of the modelling processes involved in developing the Transportation Plan, and in conducting noise impact analysis, and air quality evaluation. This is also the case concerning certain inventory data represented by such diverse subject matters as well logs and employment. A partially computerized resource of value to the General Plan is the Assessor's Property Appraisal Record which has a multitude of parcel-based data, and which is expected to be completely oriented to the computer in the near future.

Not all of the General Plan information base is in machine-retrievable form; most of it, in fact, is not. Some of it is embodied in manually drawn maps, and a good deal of it is not quantitative, such as descriptive material in text form. More of the information which has been accumulated, however, could be stored and retrieved with the use of computers. This has been recommended by a General Plan Consultant. (1)

(1)

*Albert Solnit, A Comprehensive Information System for Sonoma County, 1975*

His recommendation relates to combining all potentially machine-retrievable data amassed in the General Plan program into an information system organized around a geographic base file, or mapping system, called D.I.M.E. which has been developed by the U.S. Bureau of the Census for Standard Metropolitan Statistical Areas.<sup>(2)</sup> This system is primarily oriented towards combining, or aggregating, information on a small area basis such as blocks or road segments, rather than having as its objective the storing, manipulation, and display of data parcel by parcel. The increasing necessity for readily available data for zoning administration purposes recently has generated considerable interest in County Government toward the establishment of a computer-based information system at the parcel level.

If, however, the development of a parcel-oriented information system detracts from an interest in and commitment to the upkeep of the General Plan information base, the investment in the General Plan will not be maximized and its utility will become increasingly minimized as time goes by.

It therefore is a General Plan recommendation that the maintenance of the existing computer processable data developed in the preparation of the Plan be regarded as a high priority, and that all modelling processes be kept operable. Furthermore, conversion of other data to a machine-retrievable format as suggested by the General Plan consultant should be accomplished upon Plan adoption.

As planning for various public services is placed in element form, the information system should be broadened accordingly. Moreover, the participation of the cities should be enlisted, and integration of the systems being developed by Petaluma and Santa Rosa should be investigated.

The growth monitoring process referred to in other portions of the Community Development Element, as well as in the Environmental Resources Management Element, should be systematized and utilized as an intergovernmental means of noting significant land use, population, housing, environmental and economic changes relative to General Plan policy.

(2)

*D.I.M.E.: Dual Independent Map Encoding*

The geographic base file now used in the General Plan program aggregates data by virtue of nearly 500 Traffic Zones and more than 40 Census Tracts. This may be adequate for the level of concern inherent in that aspect of the planning process. The utilization of the D.I.M.E. system would permit more detail and should be further explored as a potential alternative to a parcel-oriented system, and/or a possible assistance to the area planning function. The Bureau of the Census has offered technical assistance.

Computer processing of environmental data now existing in a manual form requires reviewed consideration of a grid cell approach (this was attempted in 1973), or the use of a polygonal digitizing system. The latter allows for a more exact representation of data but is more expensive. A combination of the two may be satisfactory.

If an attempt is made to achieve concurrently any information system having a parcel-based capability as well as an aggregating potential, this should be undertaken only after the objectives to be served are thoroughly examined and understood, and a survey made of potential participants and users. It should be kept in mind that success is most likely when data sources are data users. Clear lines of responsibility and a commitment to fund not only the establishment but the continuous maintenance of an interdepartmental or inter-agency information system are minimum prerequisites for securing a system that will justify its costs. The impetus, coordination, and authority brought to bear by the County Administrator's Office is essential.







# PLANNING AREA FINDINGS, CONCLUSIONS AND IMPLEMENTATION

## INTRODUCTION

This part of the summary report focuses on each of the nine Planning Areas used in the Sonoma County General Plan program and illustrated on the Planning Area map on page 132. The summary report highlights the major issues found in each Planning Area and suggests ways the Land Use Plan might be implemented. This section also provides information on present and projected population, housing, employment and commercial/industrial acreage.

The Land Use Plan has attempted to develop a countywide perspective for growth and its implications. Whether individual jurisdictions wish to accommodate their segment of the countywide growth projection, as reflected in the Land Use Plan, is a matter to be determined by official review and the expression of responses in the public hearing process.

Sonoma County is an interrelated whole; therefore, the growth policies established in one Planning Area directly, or indirectly, affect all other areas of the County. If the projections and resolution of land use issues as stated in this Land Use Plan summary report are not acceptable to particular jurisdictions, as a basis for assessing their individual futures, then whatever is deemed acceptable should be determined in the framework of countywide implications.

The suggestions for implementation in this section of the Summary should be interpreted as ways in which proposed land use policy might be implemented. The reflection of other significant and related concerns such as housing assistance needs in terms of proposed action programs at the Planning Area level, requires further attention in cooperation with other agencies. Specific intergovernmental action programs oriented to meeting the need for housing assistance by Planning Area should be developed upon adoption of the General Plan.

# PLANNING AREAS

- 1 COASTAL
- 2 CLOVERDALE
- 3 HEALDSBURG
- 4 RUSSIAN RIVER
- 5 SANTA ROSA
- 6 SEBASTOPOL
- 7 ROHNERT PARK/COTATI
- 8 PETALUMA
- 9 SONOMA



COMMUNITY  
DEVELOPMENT





## **PLANNING AREA LAND USE ISSUES AND IMPLEMENTATION**

For each of the Planning Areas the discussion is organized around land use issues and recommended implementation. A specific land use issue list and maps indicating the general location of the issues and urban boundaries for eight of the Planning Areas are included below. The mapped issues have a numbering system which is followed in each of the Planning Area narratives. Coastal Planning Area issues are treated separately within the material written for that area.

Only those issues and the recommendations associated with them, which are of paramount significance to a particular Planning Area are addressed. It is assumed, for example, that upon General Plan adoption the urban expansion boundaries proposed in the Land Use Plan would be used as guidelines in all sphere of influence determinations by the Local Agency Formation Commission. The only urban expansion issues and recommendations included in this summary report are those which involve potential conflicts between the County Land Use Plan and city policies.

### **CLOVERDALE PLANNING AREA**

1. Phasing Urban Expansion in Cloverdale
2. Small Town Character of Geyserville
3. Rural Residential Development: Palomino Lakes and Vineyards Subdivisions
4. Other Rural Development Areas
5. Impacts of Lake Sonoma
6. Resource Management and other Environmental Concerns
7. Relationship to Transportation Element

### **HEALDSBURG PLANNING AREA**

8. Agriculture in Healdsburg Peninsula
9. Western Boundary of Healdsburg
10. De-annexation from Windsor Water District
11. New Rural Residential Development Areas
12. South Windsor Community Separator
13. Resource Management and Other Environmental Concerns
14. Relationship to Transportation Element

### **RUSSIAN RIVER PLANNING AREA**

15. Forestville Growth Issues
16. Permanent Occupancy along the Russian River
17. Rural Residential Development and Agriculture
18. Rural Residential Infill
19. Conflict with Forestville Area Study
20. Resource Management and Other Environmental Concerns
21. Relationship to Transportation Element

#### SANTA ROSA PLANNING AREA

22. Santa Rosa Urban Boundary Questions
23. Urban/Rural Buffer Areas
24. Larkfield/Wikiup Area Growth Questions
25. Urban Expansion Areas: Maintain Potential for Urban Development
26. Strip Commercial Development along Santa Rosa Avenue
27. Development Limitations of Roseland - Bellevue Area
28. Environmental Management in Holland Heights and Fountain Grove
29. Rural Sprawl Potential in Hall Road, Piner-Olivet Areas
30. New Rural Residential Development Areas
31. Preservation of Agriculture in the West Plains
32. Community Separators
33. Resource Management and Other Environmental Concerns
34. Relationship to Transportation Element

#### SEBASTOPOL PLANNING AREA

35. Problems of Urban Expansion in Sebastopol
36. Rural Residential and Agriculture West of Sebastopol
37. Rural Sprawl Potential West and South of Sebastopol
38. New Rural Residential Development Areas
39. Strip Commercial Development along Highway 116 South of Sebastopol
40. Protection of Dairy Lands
41. Protection of Apple Lands
42. Relationship to Transportation Element

#### ROHNERT PARK/COTATI PLANNING AREA

43. Maintenance of Rohnert Park's Eastern Boundary
44. Penngrove Growth Issues
45. Community Separator in Wilfred Avenue Area
46. Rural Residential Development South of Cotati
47. Rural Residential Development in Sonoma Mountains
48. Critical Community Separators: North Rohnert Park and Meacham Hill
49. Resource Management and Other Environmental Concerns
50. Relationship to Transportation Element

#### PETALUMA PLANNING AREA

51. Maintenance of Petaluma's Eastern Boundary
52. Urban Expansion in Petaluma Boulevard Area
53. Rural Residential Development in Liberty Valley
54. Resource Management and Other Environmental Concerns
55. Relationship to Transportation Element

## SONOMA VALLEY PLANNING AREA

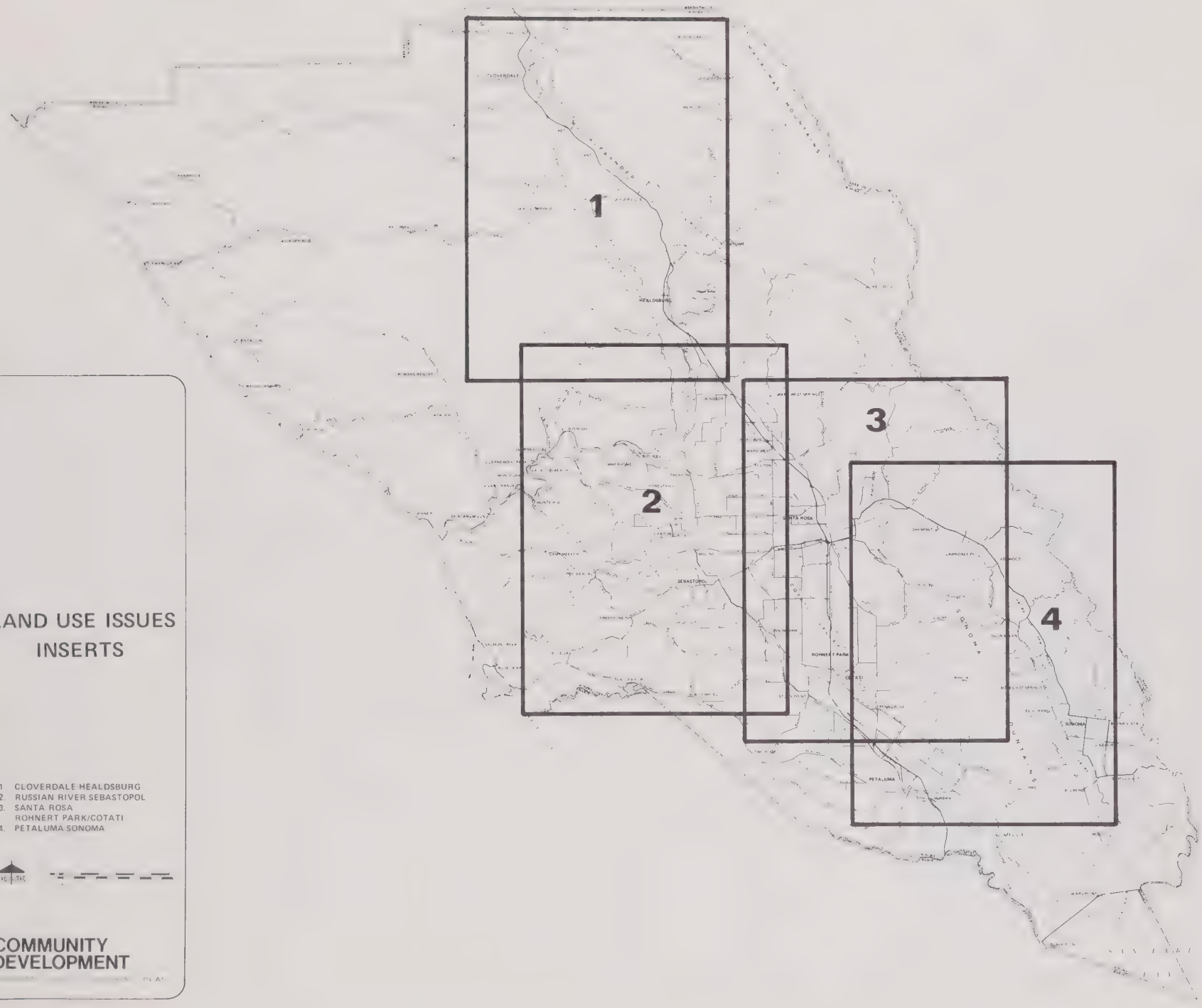
- 56. Urban Boundary for Sonoma
- 57. Growth Limitations within Sonoma Valley  
Sanitation District
- 58. Growth Limitations in Kenwood
- 59. Rural Residential Development in Mountain Areas
- 60. Rural Residential Development in Sobre Vista  
Area
- 61. Rural Residential Infill
- 62. Resource Management and Other Environmental Concerns
- 63. Relationship to Transportation Element

**LAND USE ISSUES  
INSERTS**

1 CLOVERDALE HEALDSBURG  
2 RUSSIAN RIVER SEBASTOPOL  
3 SANTA ROSA  
ROHNERT PARK/COTATI  
4 PETALUMA SONOMA



**COMMUNITY  
DEVELOPMENT**





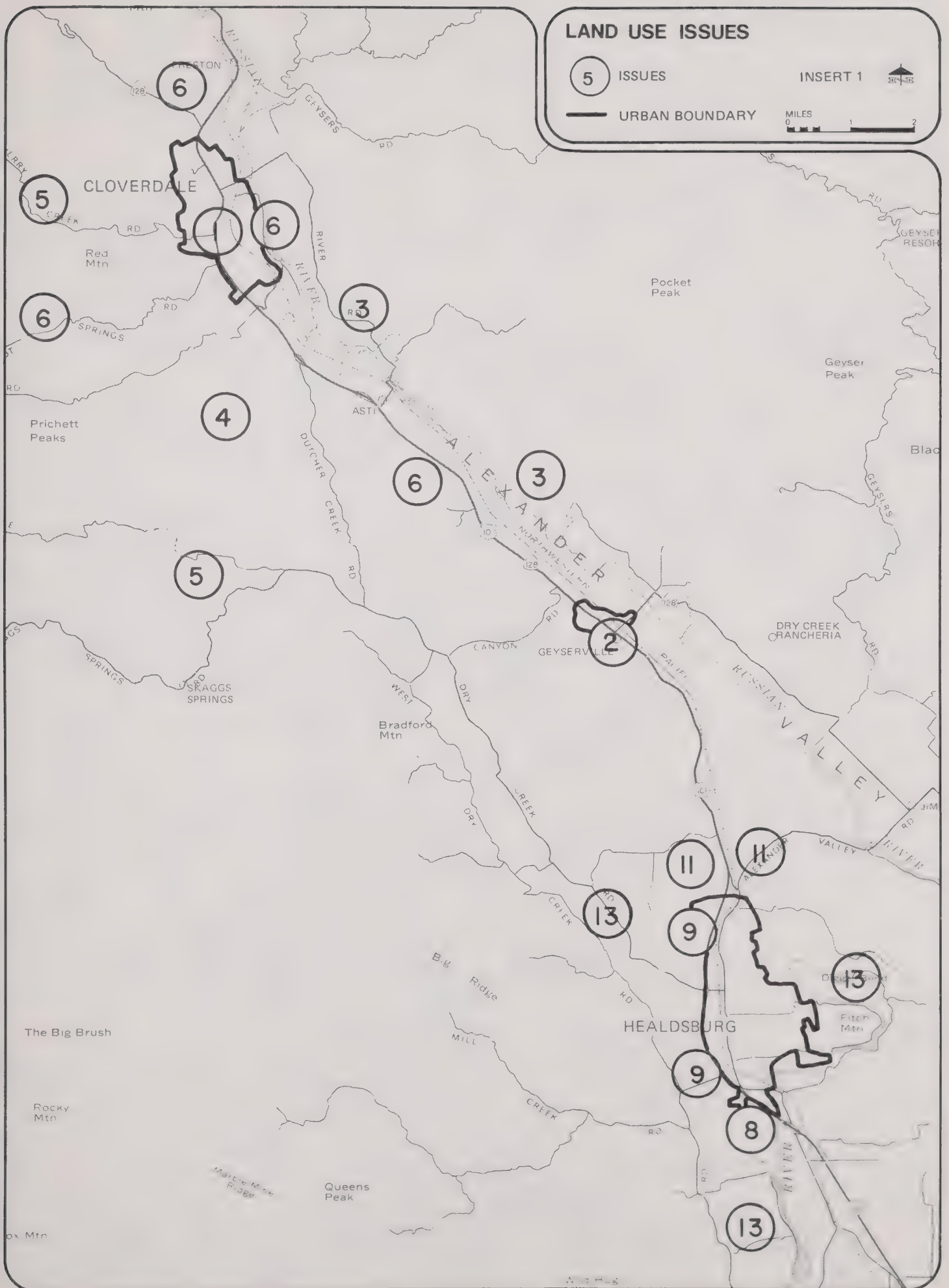
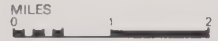
## LAND USE ISSUES

5 ISSUES

INSERT 1



— URBAN BOUNDARY



# LAND USE ISSUES

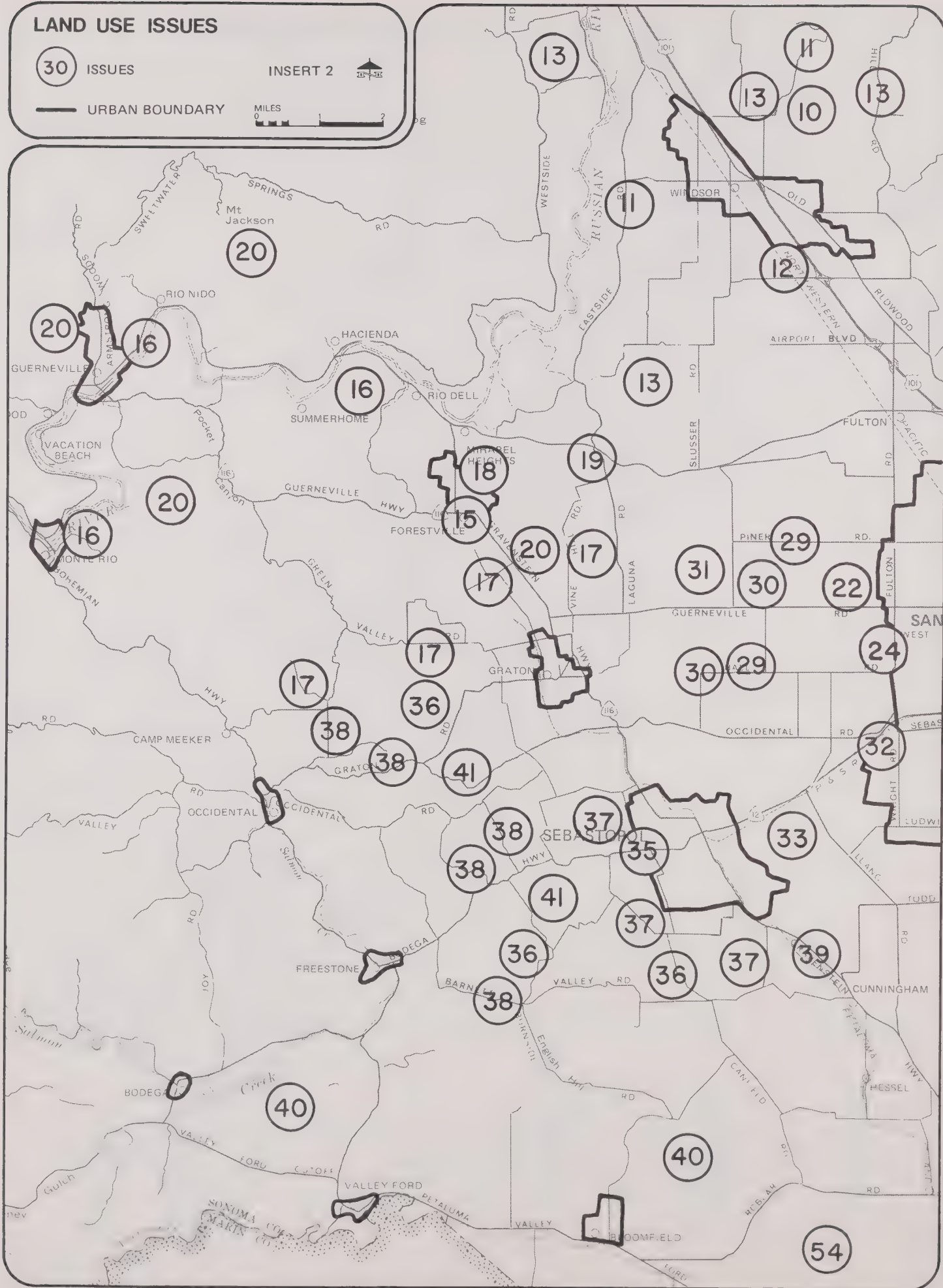
30 ISSUES

INSERT 2



URBAN BOUNDARY

MILES



## LAND USE ISSUES

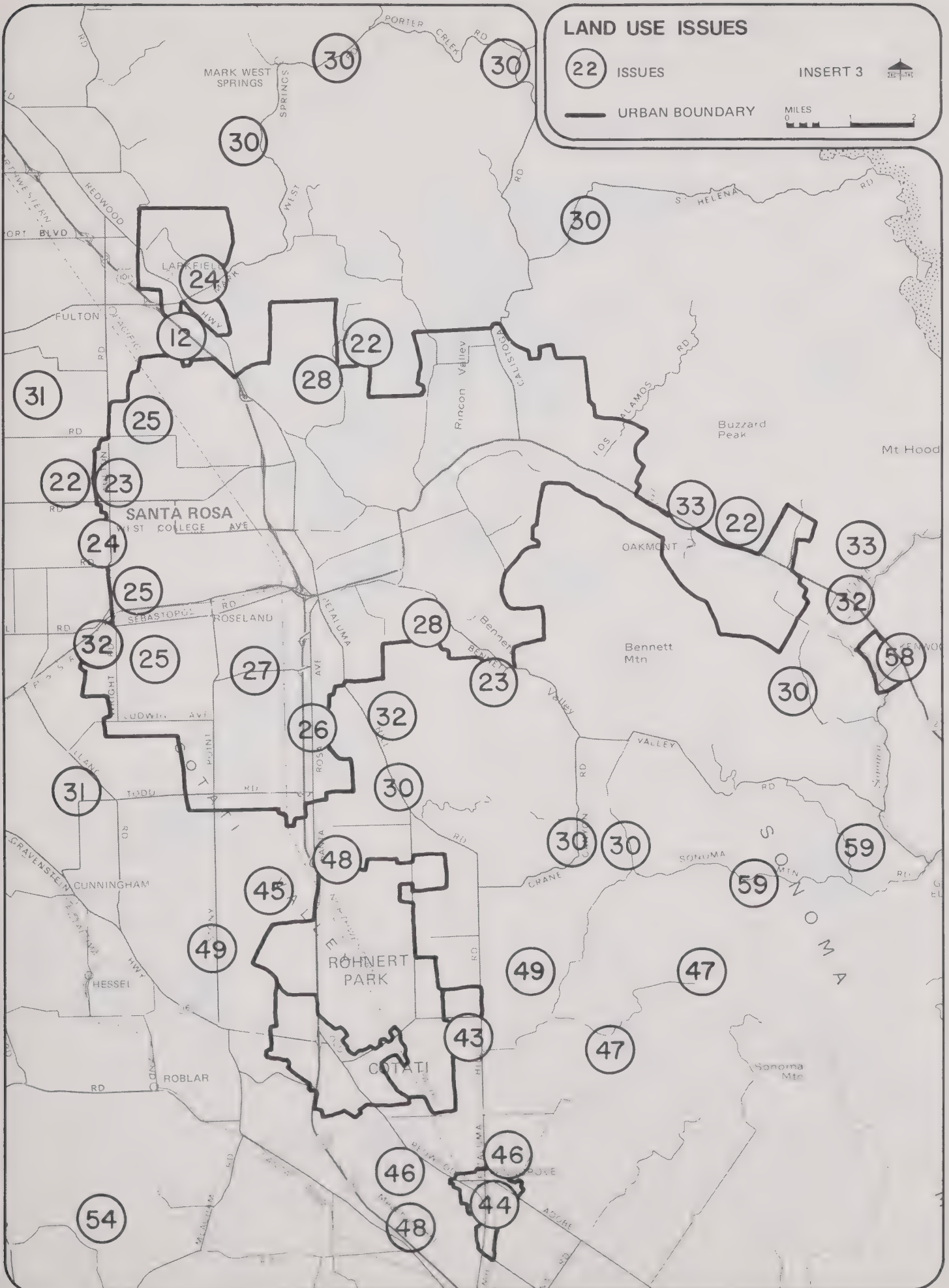
22 ISSUES

INSERT 3



— URBAN BOUNDARY

MILES  
0 1 2





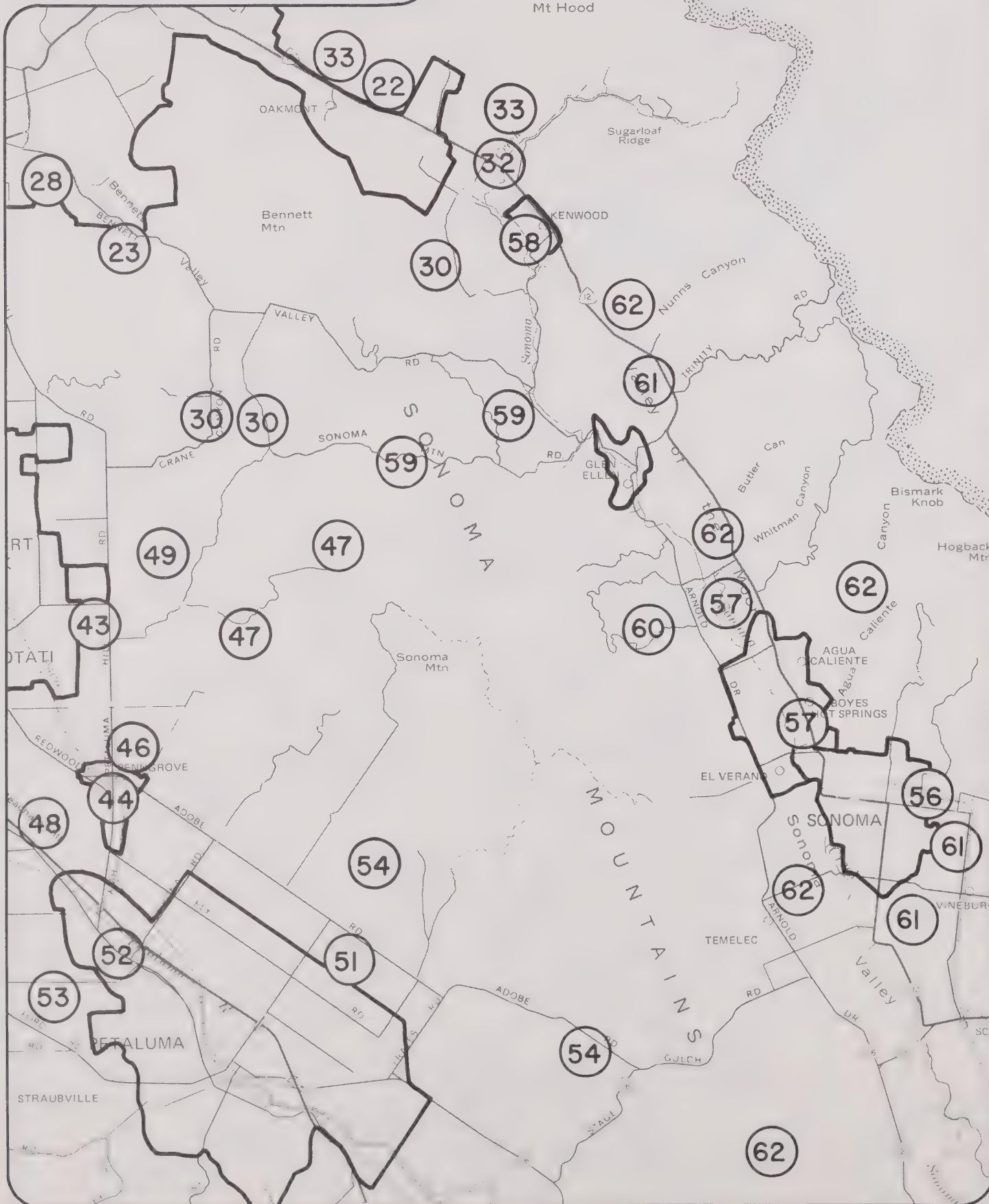
# LAND USE ISSUES

59 ISSUES

INSERT 4



— URBAN BOUNDARY





The issues identified in the Planning Area Summaries are limited to those land use concerns which the county staff considers to be of special interest to local areas or to present special problems of implementation. Many important issues related to housing, employment, commercial and industrial land use, and policy relationships are not included in this section. Some of these issues are discussed in the "Countywide Findings" section of this report, others in the Community Development Element, Technical Report.

The issues in each Planning Area are generally organized according to the following outline:

- I. Urban
  - a. Boundaries
  - b. Expansion Areas
- II. Rural
  - a. Rural Residential Development
  - b. Community Separators
  - c. Resource Management
- III. Transportation

## THE COASTAL PLANNING AREA

The large Coastal Planning Area encompasses the entire coastal margin and extends inland to include the communities of Bodega, Freestone and Occidental. The Sonoma coast can be considered a resource of regional, state and even of national significance. Although growth in terms of permanent residency is not expected to increase substantially, growth attributed to second home subdivision development, in areas like Bodega Harbour and the Sea Ranch, is an important planning factor regardless of the intermittent use of dwellings. Preservation of the County's unique resources is the overriding goal for this Planning Area.

### ISSUES AND IMPLEMENTATION

#### 1. Growth on the Coast

The Land Use Plan for the Coastal Planning Area implies that, while prior commitments to second home subdivision



development raise questions of equity if they are not honored, these commitments need not be regarded as a precedent for additional development. New subdivisions are not envisioned anywhere in the Coastal Planning Area. Most new growth is expected to occur as rural residential development in the Joy Road area and in the second home subdivisions. Bodega Bay and Occidental should also experience significant growth.

## 2. Resource Management Issues

Agriculture, forests, and fisheries are resources which characterize much of the Coastal Planning Area. Beef cattle and sheep grazing from Bodega Bay north dominate coastal agriculture, while dairy ranches extend south to the Marin County line. These are extensive agricultural activities and require large parcels of land for operation. Loss of agricultural land to residential development is taking place in this area. This land conversion along with environmental controls and taxation problems are issues central to the future existence of coastal agriculture.

Much of Sonoma County's commercial timber lands are within the Coastal Planning area. Conversion of timberlands to rural residential lot splitting, large acre (40 acre) subdivisions, and grazing is removing land from productivity and further fragmentizes ownership of a unique timber resource area. Yearly taxation practices place a burden on the small private timberland owner to prematurely log and acquire short term gains as opposed to the long-term replenishment of the timber resource.

The preservation and enhancement of commercial and sport fisheries relates closely to maintaining the complex ecology around the water courses and marshlands in the Coastal Planning Area. Resource-oriented ordinance changes focusing on this need are also suggested in the Environmental Resources Management Element. Also recommended in the E.R.M.E. and in the Bodega Bay Area Plan as well, is support for developing a commercial fishing marina in Bodega Bay.

## 3. Relationship to the Transportation Element

The future growth and use of the coastal area is inseparably tied to the capability and characteristics of Highway 1. The sensitivity of the natural resources makes transportation a key issue. The

limited capacity of Highway 1 is discussed in the Transportation Element reports. The only significant highway improvement being recommended for this planning area is a Highway 1 bypass just east of the community of Bodega Bay. The remainder of Highway 1 is designated for traffic management improvements. Examples are turn lanes for parking areas, hard shoulders where parking occurs on other parts of the highway, and similar improvements which require only minor construction work. The emphasis is on improving safety and driving comfort rather than speed and capacity.

To provide transit access between the coast and the remainder of the County, a special coastal network service is proposed. This will serve Jenner and Bodega Bay via the Russian River. Operating on a flag stop basis, the route will serve both local residents and recreationists.

Other transportation relationships of direct relevance to this Planning Area are featured in the Scenic Highways and Bikeways Plans.

#### IMPLEMENTATION RECOMMENDATIONS

It is the recommendation of the Land Use Plan that the most logical basis for the resolution of conflicting planning interests is to think in terms of limited expansion of both development and recreation. This would mean that the existing recreational resources, augmented to some extent, should serve future recreational needs and the rest of the coastline should be regarded as an agricultural and scenic resource viewed from the road. This also means that urban and rural residential development should be confined to areas where such activity is already in evidence, and it also means that the fundamental use of the land in a very large percentage of the Coastal Planning Area will have to continue to be related to the grazing of cattle and sheep, and to timber production. Specific recommendations to begin the process of Land Use Plan implementation are as follows:

- I. Assuming that local control of the coastline is still a possibility, the Board of Supervisors should require the re-evaluation of the following area plans to establish if past policy decisions need revision in light of the findings of the County General Plan:
  - a. Stewarts Point-Gualala General Plan



b. County Service Area No. 4 General Plan

c. Bodega Bay Area Plan

2. The 5 acre parcel sizes recommended in the Joy Road Study should only be applied to those portions of the study area which do not require new public road access, until such time as infilling along existing public roads has taken place.
3. If Coastal Commission jurisdiction prevails, then the Board of Supervisors should request of the Regional and/or State Commission an immediate determination of the consistency between large scale recreation use advocated for the coastline and the objective of keeping improvements to a minimum on Highway 1 and on intersecting east-west routes. This should include better definitions and further elaboration of land use intensities, highway use levels, and recreation projections made for the Coastal Plan.
4. The Board of Supervisors should adopt the Community Development Element, and regard the areas designated for the several land use categories applicable to the Coastal Planning Area as the framework within which the various designations density are to be applied through the zoning and subdivision processes.
5. Within agricultural areas designated for parcel sizes exceeding 20 acres, the Board of Supervisors should give consideration to permitting a limited number of parcel sizes of 2 to 5 acres when the residual is large enough to remain agriculturally viable, i.e., at least 20 acres, and when the smaller parcels are environmentally suitable. This consideration can take the form of the adoption and application of a Resource Management Combining District as is proposed in the Environmental Resources Management Element. This should be utilized, however, only after evidence is presented which demonstrates the intention of maintaining the agricultural resource and only when the applicant agrees not to further divide his property either by deeding his development rights to the County, or through the signing of a Scenic Easement or Agricultural Preserve contract for a minimum of at least ten years. Analysis of public service needs should accompany an application.

6. The Board of Supervisors should require the implementation of Environmental Resource Management Element recommendations applicable to the Coastal Planning Area. Of most relevance to this area are recommendations for Public Safety, Agriculture, Water, Forest Resources, Marine Resources, Historic Preservation, and Regional Parks.

TABLE 20  
COASTAL PLANS AND DEVELOPMENT POTENTIAL

DWELLING UNITS				POPULATION					
	Coastal Plan	Planned County Commitments	Assumed Permanent Occupancy Rate	1973	Coastal Plan	Coastal Plan Full Occupancy	Year 2000 Land Use Plan at Assumed Occupancy Rate	Year 2000 Land Use Plan at Full Occupancy	Land Use Plan Ultimate Capacity
SEA RANCH	2267 <sup>(8)</sup>	5200	15%	200	650	5000	600 <sup>(1)</sup>	3960	11440
SERENO DEL MAR	160	170	50%	30	180	360	180 <sup>(2)</sup>	360	360
TIMBER COVE <sup>(6)</sup>	214	280	15%	100	150	550	180 <sup>(2)</sup>	695	695
SALMON CREEK	Exist. + 25	350	Full	220	270	270	230 <sup>(3)</sup>	230	770
BODEGA HARBOUR	775	1600	50%	0	250	1100	850 <sup>(4)</sup>	1700	3520
PACIFIC VIEW	0	40	50%	0	0	0	25 <sup>(2)</sup>	50	50
CARMET	Existing	Existing	Full	210	210	210	210 <sup>(2)</sup>	210	210
BODEGA BAY <sup>(7)</sup>	Double	1100	Full	350	700	700	1900 <sup>(5)</sup>	1900	3025
JENNER	Existing	Existing	Full	170	200	170	170 <sup>(2)</sup>	170	170
TOTAL				1280	2610	8360	4345	9275	20030

1. Based on an expected buildout of 1800 units by year 2000
2. Based on full buildout by year 2000
3. Based on an expected buildout of 100 units by year 2000
4. Based on an expected buildout of 775 units by year 2000
5. Based on an expected buildout of 900 units by year 2000

6. Includes Ocean Cove
7. Includes east uplands
8. Already sold and subdivided lots

TABLE 21 POPULATION PROJECTIONS FOR THE COASTAL PLANNING AREA

URBAN	1973	1980	1990	2000
Bodega Bay	350	610	1,100	1,900
Cazadero	320	320	330	340
Jenner	170	170	170	170
Occidental	200	230	300	380
Camp Meeker	200	200	200	200
Freestone	80	90	110	140
Bodega	70	80	110	120
TOTAL URBAN	1,390	1,700	2,300	3,250
RURAL	1973	1980	1990	2000
Rural Residential	2,010	2,410	2,910	4,240
Other Rural	280	290	390	310
TOTAL RURAL	2,290	2,700	3,200	4,550
PLANNING AREA TOTAL	3,680	4,400	5,500	7,800
% Rural	62%	61%	58%	58%
% Urban	38%	39%	42%	42%



TABLE 22

COASTAL PLANNING AREA  
SOCIO-ECONOMIC INFORMATION

HOUSING (10)	1973	Construction Needs 1973-2000 (2)	% Increase 1973-2000
Single family <sup>(3)</sup>	1,100	1,030	94
Multi-family	70	200	286
Mobile Home	65	125	192
TOTAL	1,235	1,355	110
14,100 or less <sup>(4)</sup>	305	135	44
14,100 - 28,199 <sup>(4)</sup>	500	700	140
28,200 - 49,349 <sup>(5)</sup>	300	410	137
over 49,350	130	110	85
TOTAL	1,235	1,355	110

EMPLOYMENT (10)	1973 <sup>(1)</sup>	2000	% Change 1973-2000
Agricultural/ Mineral	110	80	-27
Manufacturing	100 <sup>(9)</sup>	105 <sup>(9)</sup>	5 <sup>(9)</sup>
Wholesale	---	---	---
Retail	165	410	148
Service	205	525	156
Utilities/ Transport	25	70	180
Government	105	325	210
Recreation	175	495	183
TOTAL	885	2,010	127

COMMERCIAL/INDUSTRIAL ACREAGE	1973	Projected need (2000)	Designated in Local Plans	Estimated Available
Manufacturing	50	50		
Heavy Commercial	25	75	(9)	(0)
Light Commercial				

COMMERCIAL/INDUSTRIAL  
ZONING (9) } Insufficient Information

Footnotes discussed at end of report.

## THE CLOVERDALE PLANNING AREA

The Cloverdale Planning Area, located at the northern end of the County, is expected to experience only a modest increase in population during the next 25 years, notwithstanding the construction of Warm Springs Dam. It is a center of agricultural production in the Dry Creek, Alexander and Oat Valleys and on hillsides overlooking these valleys. The geothermal areas associated with the Geysers are located here as well. The Planning Area has a resource based economy more oriented to the activities and lifestyles of Mendocino County than to the Bay Area or Santa Rosa.

Environmental considerations strongly influenced all planning conclusions in this Planning Area. The Russian River floodplain limits the eastward expansion of Cloverdale and Geyserville. Steep slopes, landslide and fire hazards, severe septic constraints, and poor vehicular access are dominant characteristics in the mountainous areas.



## LAND USE: ISSUES AND IMPLEMENTATION

### 1. Phasing Urban Expansion in Cloverdale

Cloverdale is presently planning, and developing sewer/water capacities to more than triple the existing population, to expand as far south as Kelly Road both east and west of Highway 101. The County Land Use Plan projects slightly less than a doubling of Cloverdale's present population by 2000; this level of population could be accommodated with minimal annexation by the city. The Land Use Plan proposes a less ambitious accommodation of Cloverdale's growth; expansion is shown west of Highway 101 as far south as Hot Springs Road, and east of Highway 101 south to Kelly Road. This is more than sufficient land for Cloverdale's needs for the next 25 years.

#### Implementation Recommendations

- a. Cloverdale should develop a cautious and explicit policy of annexing land adjacent to existing city limits, only when there is a demonstrated need.
- b. LAFCO should adopt the Land Use Plan recommendations for the ultimate City boundary as the sphere of influence of Cloverdale. LAFCO should evaluate proposed annexations in terms of compatibility with the Plan.
- c. Cloverdale should develop a public services policy which phases the provision of services to assure infill of existing urban areas.
- d. The Cloverdale Area Study should develop specific recommendations, coordinated with the County Land Use Plan, concerning means for Cloverdale to annex areas of existing development without committing the city to over-extending its commitment to vacant lands.

### 2. Small Town Character of Geyserville

Population growth in Geyserville is not expected to change in scale and consequently the urban area designation on the Land Use Plan has not been expanded beyond the area presently occupied by the community. Retention of the small town character, limited land for expansion and low Planning Area growth potential are the prime reasons. A study to determine Geyserville's sewer service needs is underway.

### Implementation Recommendations

- a. If sewer service is needed then the system should be sized only large enough to accommodate the projected growth advocated in the Land Use Plan.
- b. The undeveloped lands to the east of the community should be zoned for parcel sizes ranging from 20 to 60 acres.
- c. Firm enforcement of environmental management measures relative to water availability and septic tank performance is critical; wet weather percolation tests prior to lot splitting should be required even for proposed lots of 10 acres and above.

### 3. Rural Residential Development: Palomino Lakes and Vineyards Subdivisions

Most rural development in the Planning Area is projected in two existing rural residential areas. These areas are generally suitable for low density development and with attention to environmental factors can accommodate the projected population growth for this area.

### Implementation Recommendations

- a. Rural Residential development areas designated on the Land Use Plan should be rezoned to 3-5 acre minimum parcel sizes.
- b. Environmental suitability guidelines, which should be met prior to lot splitting, need to be established.
- c. The County should carefully monitor development with reference to the provision of public services. The intention is to avoid costly remedial action caused when public services are burdened beyond their projected capacity.

### 4. Other Rural Development Areas

The Land Use Plan proposes a small amount of rural development in unspecified areas which could be developed at 5 to 10 acre densities. Such development should be subject to environmental suitability guidelines and open to innovative development concepts.



## Implementation Recommendations

- a. The Planning Department Environmental Data Base should be used to determine the environmental suitability of proposed development in terms of the ecological effects, compatibility with surrounding land use and resource management, and the existence of natural hazards.
- b. Clustering of development should be encouraged through application of the Planned Area District.

## 5. Impacts of Lake Sonoma

If built, Warm Springs Dam would have a significant impact on the Cloverdale and Healdsburg Planning Areas and the County as a whole, not the least of which is the pressure for recreationally related residential development. The Land Use Plan does not designate any specific areas for such development, but does recognize the opportunity for some low density development in the area. (See Issue 4). However, large scale development along access routes to Lake Sonoma does not seem desirable because of environmental and resource considerations. See Issue 7 for discussion of the transportation implications of Lake Sonoma.

## Implementation Recommendations

- a. Staff evaluation using the environmental data base, the EIR process, and the Landscape Unit Handbook will attempt to locate suitable areas for development along access routes to Lake Sonoma in areas environmentally suitable without causing a strip development situation.
- b. Productive agricultural lands along access routes to the lake should be retained in large parcels in order to preserve agriculture.

## 6. Resource Management and other Environmental Concerns

Maintenance of large parcels for managed resource and agricultural lands is a top priority for this Planning Area. Orchard and vineyard lands in Dry Creek and Alexander Valleys are presently protected through large lot minimum and Williamson Act Agricultural Preserve contracts.

These commitments should be maintained. Oat Valley is an area whose agricultural resource should be maintained. Recurrent Russian River flooding is a development inhibiting factor in this Planning Area. The Geysers geothermal area is a potentially large source of regional electric power, but requires careful management to avoid environmental degradation.

#### Implementation Recommendations

- a. Agricultural lands in Dry Creek and Alexander Valleys should be maintained in parcel sizes exceeding 10 acres.
- b. Rezoning of Oat Valley for parcel sizes of 20 to 60 acres should occur upon General Plan adoption.
- c. The recommendations of the Environmental Resources Management Element for unique features, water, agriculture, geothermal areas, and forest resources should be implemented, including the application of appropriate Resource Management Combining Districts.

The establishment of floodplain zoning in the 100 year floodplain also should be initiated.

#### 7. Relationship to Transportation Element

Recommendations in the Scenic Highway, Bikeways and Transit/Circulation components of the Transportation Element are of direct relevance to the Cloverdale Planning Area. When completed, the Aviation component will include a study of the Cloverdale Municipal Airport.

Recreational attractions have a significant impact on the travel activity in the Area. The northern Redwood Empire is a major generator of recreational trips statewide.

If built, the most important recreational travel attractor in the area would be Warm Springs Dam (Lake Sonoma). This single project could almost equal the coast or the Russian River as a week-end traffic generator.

Access to Lake Sonoma will need special planning when future plans are more certain. At this stage no specific recommendations are made but it should be noted that present access capacity is insufficient for heavy recreational use of the area.

The major deficiency predicted for this area is along the Highway 101 corridor - particularly through Cloverdale. At the present time, Highway 101 is planned for full freeway construction around Cloverdale with implementation contingent on State funding.

Transit service for Cloverdale should consist of a local demand responsive type of operation to serve captive transit segments of the population augmented by a medium level of inter-community service to Healdsburg, Santa Rosa and other centers of activity.

TABLE 23      POPULATION PROJECTIONS FOR THE CLOVERDALE PLANNING AREA

URBAN	1973	1980	1990	2000
Cloverdale	3,360	4,020	5,330	6,330
Geyserville	1,150	1,210	1,320	1,400
Other Urban	645	620	500	300
TOTAL URBAN	5,155	5,850	7,150	8,030
RURAL	1973	1980	1990	2000
Rural Residential	575	730	1,130	1,550
Other Rural	2,420	2,420	2,420	2,420
TOTAL RURAL	2,995	3,150	3,550	3,970
PLANNING AREA TOTAL	8,150	9,000	10,700	12,000
% Rural	37%	40%	32%	33%
% Urban	63%	60%	68%	67%



TABLE 24

CLOVERDALE PLANNING AREA  
SOCIO-ECONOMIC INFORMATION

HOUSING <sup>(10)</sup>	1973	Construction Needs 1973-2000 (2)	% Increase 1973-2000
Single Family <sup>(3)</sup>	2,530	1,270	50
Multi-family	220	510	231
Mobile Home	100	260	250
TOTAL	2,850	2,040	71
14,100 or less <sup>(4)</sup>	290	200	50
14,100 - 28,199 <sup>(4)</sup>	1,610	1,080	67
28,200 - 49,349 <sup>(5)</sup>	700	620	80
over 49,350	150	140	95
TOTAL	2,850	2,040	71

EMPLOYMENT <sup>(10)</sup>	1973 <sup>(1)</sup>	2000	% Change 1973-2000
Agricultural/ Mineral	990	710	-2
Manufacturing	970	1,100	13
Wholesale	90	160	78
Retail	300	870	190
Service	470	770	64
Utilities/ Transport	220	330	50
Government	240	320	33
Recreation	(9)	80	470
TOTAL	3,290	4,340	32

COMMERCIAL/INDUSTRIAL ACREAGE	1973	Projected Need (2000)	Designated in Local Plans	<sup>(7)</sup> Estimated Available
Manufacturing	280	290	850 <sup>(6)</sup>	10 <sup>(6)</sup>
Heavy Commercial	120	140		
Light Commercial	80	130		

COMMERCIAL/INDUSTRIAL ZONING (8)	Commercial Acreage	Industrial Acreage
Incorporated	170	0
Unincorporated	0	470
TOTAL	170	560

Footnotes discussed at end of report

## THE HEALDSBURG PLANNING AREA

The Healdsburg Planning Area is an environmentally diverse part of the north County. The Russian River and northern extension of the Santa Rosa Plains bisect the area and resource related uses such as vineyards, orchards, gravel extraction and recreation dominate the landscape and economy. Healdsburg and Windsor are the two urban centers in the planning area and each is expected to grow significantly in the next 25 years. Windsor is expected to become the County's ninth municipality.

### LAND USE: ISSUES AND IMPLEMENTATION

#### 8. Agriculture in the Healdsburg Peninsula Area

The Land Use Plan shows the area known as the Healdsburg Peninsula, southwest of Healdsburg's city limits, as agriculture because of its productivity and its environmental limitations. The fact that the peninsula



could easily be serviced by sewer lines which already cross it, and that it is designated for urban development in the Healdsburg General Plan complicates implementation.

#### Implementation Recommendations

- a. The County should rezone the Peninsula for large lot agricultural uses, with 20 acre minimum lot sizes.
- b. The City of Healdsburg should adopt a utility extension policy which does not provide services to the Peninsula Area. Such a policy is especially important since the proximity of the treatment plant is already a potential growth attraction factor.

#### 9. Western Boundary of Healdsburg

Presently Highway 101 forms a barrier to Healdsburg urban growth to the West. Three roads, Chiquita, Dry Creek and Westside, cross that barrier and along all three roads there is some form of residential development west of the freeway. The Land Use Plan recognizes the existing residential development by designating areas on Chiquita and Westside Roads as urban and the area along Dry Creek Road as agriculture and residential. Holding development to only these committed areas will be difficult; but failure to do so would be contrary to the concepts of compact growth and preservation of agriculture.

#### Implementation Recommendations

- a. Existing residential development on Westside Road should be sewerred; capacity of the lines should be restricted to serve only the existing density.
- b. The portion of the Chiquita Road area within the urban expansion area proposed in the Land Use Plan should be sewerred with lines sized to serve the densities projected in the Land Use Plan. North of the urban expansion area, 5 acre densities should prevail.
- c. In the Dry Creek Road area, parcel sizes should be retained large enough so that sewer or water services will not be required, i.e., 5-10 acre minimum.

- d. In the Dry Creek Road area, development guidelines are critical for preserving the agricultural character of the area as development occurs.

These guidelines should include siting requirements which adequately separate housing from orchards and vineyards so that spraying does not become a hazard. Setbacks from roadways should be 50-100 feet where possible to avoid a strip development effect. The creation of new access roads should be minimized, and roads should be located in a manner which minimizes their tendency to break up agricultural operations.

#### 10. De-annexation from Windsor Water District

In 1973 the Windsor Water District annexed an area to the northeast to accommodate the proposed Lakewood Hills subdivision. Since that time no development has taken place and it appears that none will in the near future. Consequently the Land Use Plan does not include Lakewood Hills in the Windsor urban area. The area south of Wilson Lane is not recommended for urban development in the Windsor Environs Study and this is reflected in the Land Use Plan.

In the countywide material on Community Separators, this area is identified as being located in a priority area for maintaining separation between Windsor and Larkfield/Wikiup. This is one of three such areas in the Highway 101 corridor.

#### Implementation Recommendations

- a. The Windsor Water District has more than enough land for the population expected in the next 25 years without the inclusion of the areas described in Issue 10. De-annexation is therefore recommended. The LAFCO sphere of influence set for Windsor should not include these areas.
- b. The area south of Wilson Lane should be rezoned to 20 acre minimums.
- c. The Lakewood Hills area should be rezoned to conform to the Land Use Plan; 3-5 acres per unit should be the minimum parcel requirement where rural residential development is indicated, and 20 acre agricultural zoning should be applied in the remaining area.



## 11. New Rural Residential Development Areas

Much of the new rural residential development in this planning area is expected to occur near agricultural lands. Development along Chiquita, Alexander Valley, Bailhache and Eastside Roads and around Windsor are examples of residential land use in close proximity to agricultural land use. This pattern of development provides high amenity residential opportunities but if it is improperly located or allowed to grow unchecked it could jeopardize agriculture. Most of the projected rural growth should be accommodated on existing parcels or in already committed areas.

### Implementation Recommendations

- a. The agricultural lands should be stabilized by large lot zoning as proposed in the recommendations concerning Issue 13 so that rural residential uses are confined to already parcelized areas or where the Land Use Plan indicates rural residential densities.
- b. Rural residential parcelization which occurs outside designated areas should be permitted only on the basis of the use of a Resource Management Combining District (see Coastal Planning Area Recommendations).

## 12. South Windsor Community Separator

As indicated in Issue 10, this is one of three priority areas identified in the County General Plan for community separation purposes in the Highway 101 corridor between Windsor and Petaluma. This issue is further described in previous chapters of this summary report.

### Implementation Recommendations

- a. The Countywide Implementation recommendations regarding further study of, and additional determinations for, the community separator issue should be pursued as an intergovernmental activity.

### 13. Resource Management and other Environmental Concerns

Throughout the Planning Area there are valuable agricultural lands that should be maintained and managed productively. Along the Russian River there are commercial gravel deposits that should be managed in a manner which insures a continuing supply, as well as the river's environmental quality. Russian River flooding is a recurrent problem in this area.

#### Implementation Recommendations

- a. Agricultural land should be zoned with 20-60 acre parcel size minimums. Applicable recommendations from the "Agriculture" section of the Environmental Resources Management Element should be utilized, including the utilization of the Resource Management Combining District concept.
- b. Sand and gravel extraction should be conducted according to recommendations in the "Minerals" section of the Environmental Resources Management Element.
- c. Flood plain zoning should be applied to the 100 year flood plain in this area.
- d. Other Environmental Resources Management Element recommendations should be implemented which pertain to unique features, water, historic preservation, and regional parks.

### 14. Relationship to Transportation Element

Both the Scenic Highways and the Bikeways Plans have route recommendations for the Planning Area. The Aviation Plan will include evaluation of the Healdsburg Municipal Airport as part of the countywide system of general aviation airports.

The transportation plan calls for increased access capacity into and within the central area of the City of Healdsburg. This is to serve the increased growth in commercial activity planned for in the Land Use Plan. The recommended transit service is for local demand responsive type of operation to serve captive transit segments of the population and intercommunity to Cloverdale, Santa Rosa and other centers.

In the southern part of this planning area, the only major improvement is the extension at Shiloh Road, west to Eastside Road. This extension will provide access to Highway 101, avoiding the need for traffic in the southwest part of the planning area (particularly trucks) to pass through the center of Windsor.

TABLE 25                      POPULATION PROJECTIONS FOR THE HEALDSBURG PLANNING AREA

URBAN	1973	1980	1990	2000
Healdsburg	5,770	8,430	12,320	14,460
Windsor	1,700	4,010	7,330	9,150
Other Urban	1,230	1,060	750	580
TOTAL URBAN	8,650	13,500	20,400	24,190
RURAL	1973	1980	1990	2000
Rural Residential	2,725	2,960	3,160	3,325
Other Rural	2,585	2,940	3,240	3,485
TOTAL RURAL	5,310	5,900	6,400	6,810
PLANNING AREA TOTAL	13,960	19,400	26,800	31,000
% Rural	38%	30%	24%	22%
% Urban	62%	70%	76%	78%



TABLE 26

HEALDSBURG PLANNING AREA  
SOCIO-ECONOMIC INFORMATION

HOUSING <sup>(10)</sup>	1973	Construction Needs 1973-2000 (2)	% Increase 1973-2000
Single Family <sup>(3)</sup>	4,030	3,420	85
Multi-family	490	2,100	433
Mobile Home	340	1,420	417
TOTAL	4,860	6,940	143
14,100 or less <sup>(4)</sup>	660	740	112
14,100 - 28,199 <sup>(5)</sup>	2,590	4,180	162
28,200 - 49,349 <sup>(5)</sup>	1,320	1,670	127
over 49,350	290	350	121
TOTAL	4,860	6,940	143

EMPLOYMENT <sup>(10)</sup>	1973 <sup>(1)</sup>	2000	% Change 1973-2000
Agricultural/ Mineral	1,160	850	-27
Manufacturing	1,510	2,190	45
Wholesale	120	220	83
Retail	540	1,630	202
Service	1,090	2,220	104
Utilities/ Transport	130	240	85
Government	470	1,830	289
Recreation	110	250	127
TOTAL	5,130	9,420	84

COMMERCIAL/INDUSTRIAL ACREAGE	1973	Projected Need (2000)	Designated in Local Plans	<sup>(7)</sup> Estimated Available
Manufacturing	200	240	660 <sup>(6)</sup>	70 <sup>(6)</sup>
Heavy Commercial	50	110		
Light Commercial	130	240	390	

COMMERCIAL/INDUSTRIAL ZONING (8)	Commercial Acreage	Industrial Acreage
Incorporated	200	240
Unincorporated	130	320
TOTAL	330	560

Footnotes discussed at end of report.

## THE RUSSIAN RIVER PLANNING AREA

The primary challenge of the Russian River Planning Area is to find ways to achieve its multi-dimensional potential as a place for semi-rural lifestyles in the communities of Forestville, Guerneville and Monte Rio, and in the many residential areas along the River, as a renewed recreation area oriented to both water and wilderness, and as a viable managed resource area. This is a Planning Area in a stage of transition, the most dramatic evidence of which lies in the conversion to permanent occupancy of formerly second home and vacation-oriented residential areas. This trend is overlaid upon problems inherent in substandard housing, and inadequate wastewater treatment and water delivery systems.

### LAND USE: ISSUES AND IMPLEMENTATION

#### 15. Forestville Growth Issues

The Land Use Plan and the



Forestville Area Land Use Plan show expansion of the Forestville Sanitation District. The Forestville Water District has also contracted with the Sonoma County Water Agency to more than double its water supply. These represent manifest commitments to growth. Forestville already has one of the highest tax rates in Sonoma County within the existing Sanitation District (\$14.65/\$100 Assessed Value in Central Forestville). Fiscal and other impacts of growth should be carefully studied before Forestville become irreversibly committed to growth, which could prove increasingly costly and alter beyond recognition the character and scale of the community.

#### Implementation Recommendations

Detailed consideration of the public economics aspects of Forestville's growth should be a focus of a larger study of the public service aspect of urban growth in the unincorporated communities of western Sonoma County. The public service requirements of Graton, Guerneville, Monte Rio and Occidental should be investigated in this study. The methodology for this type of investigation is being developed in the Public Economics Program for the General Plan.

#### 16. Permanent Occupancy Along the Russian River

Without a planning approach which evaluates environmental, public health, and public service impacts, continued conversion of second homes to permanent occupancy could have serious consequences. The resolution of this issue is not immediately obvious as it would be difficult to provide sewer service to the residential neighborhoods which cluster along the Russian River. Eventually some kind of wastewater treatment facilities may have to be provided, or permanent occupancy of many of the residential units may have to be discouraged. There is also a severe problem of flooding which affects roads, residential and commercial areas from Mirabel to Monte Rio. Both social and environmental impacts of continued growth as well as mitigation measures need to be further evaluated.

## Implementation Recommendations

- a. The Russian River Area Study recently initiated should identify the kinds and levels of utility infrastructure improvements which would be consistent with land use determinations. The potential for rehabilitation and upgrading public service facilities should be the direct focus of an expanded study of the residential areas along the River.

## 17. Rural Residential Development and Agriculture

Some increase in rural residential development is projected in the Green Valley-Stoetz Lane-Ross Road-Vinehill/Laguna Road areas where such development has occurred. The increase, however, could be incompatible with agricultural productivity without precautionary measures.

## Implementation Recommendations

- a. Environmental suitability criteria and development guidelines such as is proposed for similar circumstances in the Healdsburg Planning Area should be imposed where conflict with agricultural production may occur.
- b. Where development is projected, the Planned Area District should be used to encourage clustering, and to discourage development which is uniformly placed in close proximity to road frontages.
- c. Every effort should be made to minimize new road construction; where new roads are necessary, they should be planned so as not to break up existing orchards or vineyards.

## 18. Rural Residential Infill

In the area between Mirabel Heights and Forestville, a rural residential development pattern has been established without adequate consideration of environmental suitability criteria and without knowledge of accumulative public service requirements.

## Implementation Strategy

- a. This area should be rezoned to 2-5 acre minimum with the Forestville Area Study.
- b. Performance standards for septic tank systems should be firmly enforced to avoid the need for remedial action, such as costly area-wide engineering solutions.



- c. Public service requirements related to the Land Use Plan should be determined for this area as part of a large Forestville-Occidental-West Sebastopol Rural Areas Land Use and Public Services study covering an area of approximately 50 square miles.
- d. Development should be carefully monitored with respect to projected needs in order to avoid a burdening of services beyond their projected capacity.

#### 19. Conflict with Forestville Area Study

The Land Use Plan designated the area northeast of Forestville area for 20 acre minimum parcel sizes because of steep slopes, poor septic capability, and high run-off and erosion potential. This is in conflict with the Forestville Area Study recommendation for 5 acre minimum densities.

#### Implementation Recommendation

The parcel size determinations for this area should be reconsidered.

#### 20. Resource Management and Other Environmental Concerns

Preservation of the productive capability of the agricultural and other managed resource lands throughout much of the Planning Area is a central recommendation.

#### Implementation Recommendations

- a. Implementation measures for preserving agriculture have been presented in connection with the other issues previously described for this Planning Area.
  - b. Reference should also be made to Environmental Resources Management Element recommendations for minerals, water, forest resources, unique features, scenic resources, and regional parks.
21. Several components of the Transportation Element have direct relationship to the Russian River Area Land Use Plan. Recommendations have been made for Transit, Circulation, Recreation Oriented Bikeways, and Scenic Highways. In the highway improvement plan, Hwy 116 is designated as a Rural Thoroughfare from Rio Dell to Sebastopol. River Road from Rio Dell to Hwy 101 is also recommended to be improved to this standard. With the increase in traffic volumes in Forestville, a bypass is proposed to enable the community to preserve the rural character of its commercial center.

As discussed under the Coastal Planning area, a special transit network is recommended to serve the Russian River and the coast. It should operate under flagstop service and provide access to the major centers of the County. The transit recommendations also include regular inter-community service to the Guerneville area.

TABLE 27 POPULATION PROJECTIONS FOR THE RUSSIAN RIVER PLANNING AREA

URBAN	1973	1980	1990	2000
Forestville	250	740	1,100	1,450
Guerneville	800	1,020	1,180	1,340
Monte Rio	400	440	470	500
Other Urban	50	50	50	50
TOTAL URBAN	1,520	2,250	2,800	3,340
RURAL				
Rural Residential	6,130	8,120	8,670	9,630
Other Rural	130	130	130	130
TOTAL RURAL	6,260	8,250	8,800	9,760
PLANNING AREA TOTAL	7,780	10,500	11,600	13,100
% Rural	80%	79%	76%	75%
% Urban	20%	21%	24%	25%

TABLE 28

RUSSIAN RIVER PLANNING AREA  
SOCIO-ECONOMIC INFORMATION

HOUSING <sup>(10)</sup>	1973	Construction Needs 1973-2000 (2)	% Increase 1973-2000
Single Family <sup>(3)</sup>	2,500	1,370	55
Multi-family	210	380	179
Mobile Home	130	200	151
TOTAL	2,840	1,950	69
14,100 or less <sup>(4)</sup>	680	240	34
14,100 - 28,199 <sup>(4)</sup>	1,500	1,000	66
28,200 - 49,349 <sup>(5)</sup>	520	580	113
over 49,350	140	130	94
TOTAL	2,840	1,950	69

EMPLOYMENT <sup>(10)</sup>	1973 <sup>(1)</sup>	2000	% Change 1973-2000
Agricultural/ Mineral	430	300	-30
Manufacturing	330	590	79
Wholesale	---	30	100
Retail	340	680	100
Service	370	770	81
Utilities/ Transport	20	50	150
Government	230	650	83
Recreation	90	500	450
TOTAL	1,820	3,570	96

COMMERCIAL/INDUSTRIAL ACREAGE	1973	Projected need (2000)	Designated in Local Plans	<sup>(7)</sup> Estimated Available
Manufacturing	50	70	20 <sup>(6)</sup>	0 <sup>(6)</sup>
Heavy Commercial	50	80		
Light Commercial	90	150	20	

COMMERCIAL/INDUSTRIAL  
ZONING (9)

Insufficient Information

Footnotes discussed at end of report.

## THE SANTA ROSA PLANNING AREA

The Santa Rosa Planning Area is the economic and administrative hub of Sonoma County and as such it is in the dominant position to attract employment and population growth over the next 25 years. The effective management of this growth potential to minimize negative impacts that could have countywide consequences, and to maintain a quality environment in the Planning Area itself, is the basic challenge.

### LAND USE: ISSUES AND IMPLEMENTATION

#### 19. Santa Rosa Urban Boundary Questions

There are three areas where the County's urban boundary and Santa Rosa's Growth Management line do not agree. Each is in an area where development could lead to additional urban or rural residential development pressures on adjacent land. Such development





would threaten agriculture, or, as in the case of the portion of the Fountain Grove area outside the present city limits, would be faced with severe environmental limitations. The City, however, is bound by different kinds of contractual agreements to allow development to occur in these areas.

East of Highway 12, Oakmont has development rights in the form of prepaid assessments tied to the construction of the Oakmont Treatment Plan. According to the City, no dollar amount can be fixed to these development rights, nor is it possible to assess probable densities or timing of development.

West of Fulton Road, prepaid sewer assessments exist in some locations; they can be more easily valued and bought back.

In the Fountain Grove area east of the present City boundary, there are only zoning commitments. It could be argued that there are financial commitments as well as the planned development of the Fountain Grove Expressway at a certain standard. The City is most committed to allowing development here because it is felt that environmental impacts would be minimized, and that there would be no threat of urban-rural sprawl because of the planning effort done for this area.

The County recommends that the City resist annexation of the areas at least until it is warranted by population pressure. This is unlikely to occur before the year 2000.

#### Implementation Recommendation

- a. City and County governments, acting through the City Council and Board of Supervisors, should explicitly identify respective policy commitments, and attempt to reach agreement regarding differences.
- b. If annexation in these areas is deemed inappropriate, there should be a prohibition of sewer hookups to existing lines.

- c. Those areas identified as not appropriate for annexation should immediately be zoned to 10-20 acre minimums, confirmed by joint powers agreements between Santa Rosa and the County.
- d. LAFCO should adopt the Land Use Plan recommendations for the ultimate City boundary as the sphere of influence of Santa Rosa. LAFCO should evaluate proposed annexations in terms of compatibility with the Plan.

## 20. Urban/Rural Buffer Zones

West of Fulton Road and in Upper Bennett Valley the densities recommended change abruptly at the urban boundary. The Land Use Plan does not provide for a rural residential "buffer" between urban and agricultural densities except in areas already exhibiting this characteristic. However, as a practical matter such a buffer may be needed in some instances to preserve agricultural capability.

### Implementation Recommendations

- a. Where needed a density transition should occur within the City. This is in keeping with the urban/rural recommendations prepared by the LAFCO staff. This may eventually require re-assembling small parcels.
- b. Outside of the recommended urban expansion boundaries, distinctly lower densities should prevail except where an existing parcelization pattern would permit rural residential densities.
- c. Rezoning of the areas outside urban expansion boundaries should reflect minimum working size agricultural units.
- d. Agricultural Preserves should be encouraged in both Upper Bennett Valley and the West Plains.
- e. The Bennett Valley Study should be revised to achieve consistency with General Plan recommendations concerning the location and extent of rural residential development.

## 21. Larkfield/Wikiup Growth Questions

Some of the best agricultural land in Sonoma County is in the Larkfield/Wikiup area. However, close

to Santa Rosa, parcels smaller than 10 acres have been created and residential uses are being mixed with agriculture. Severe percolation problems are causing septic system failures in and around the community so that some types of sewer service will be needed in the near future. The opportunity for community separation still exists between Windsor and Larkfield/Wikiup, and between the latter and Santa Rosa, but a commitment to permanency is needed.

#### Implementation Recommendations

- a. The utilization of an independent utility district, or annexation to the Windsor or Airport districts, may necessitate capacity commitments beyond that which is advocated in the Land Use Plan because of financing requirements. Annexation to or service from Santa Rosa should be explored as alternatives which might avoid this circumstance.
- b. De-annexation of the southern portion of the Windsor Water District may be necessary to provide open space separation between Larkfield/Wikiup and Windsor; this is proposed in the recommendations for the Healdsburg Planning Area.
- c. Community separation between Larkfield/Wikiup and Santa Rosa is a subject which should be jointly discussed and worked out between Santa Rosa and the County as a priority matter. An expanded County Community Separator Study can be used for this purpose.
- d. Larkfield/Wikiup should be included in the recommended countywide unincorporated communities study to determine the fiscal impacts of growth commitments, governmental structure requirements, public service costs and requirements, and the appropriate scale for the community.
- e. The Larkfield-Airport Study should be revised to make it consistent with the Land Use Plan where the location and extent of residential development is concerned.

22. Urban Expansion Areas: Maintain Potential for Urban Development

The land within the City's expansion area but outside current city limits warrants joint powers City/County coordination to ensure advantageous phasing of urban development. There is general pressure for development to expand beyond existing city limits, and even beyond the proposed urban expansion boundary. This is because the infill areas are frequently those left behind because they are more difficult to develop or because of unavailability to the development market. A compact development policy requires that expansion areas be retained in developable parcel sizes and that the City extend services in an orderly and timely fashion. A parcel size of 5 acres and preferably 10 acres is a minimum to attract urban development which can be planned and developed in a comprehensive manner.

Implementation Recommendations

- a. Rezoning of the urban expansion area to 10-20 acre lot size minimums where appropriate should be initiated upon General Plan adoption. City-County implementation should include joint powers agreements, the use of enforceable restrictions, and perhaps ultimately land banking, as well as the use of an intergovernmental device such as an area planning commission.
- b. City policy for phased extension of sewer service capacities should be keyed to the recommended projections. The implementation of such a policy should be jointly monitored by the City and County as the Planning Area develops. An area planning commission or similar intergovernmental device could be used for this purpose.
- c. The City should adopt policies which tie annexation to a determination of need.
- d. Where existing parcel sizes are below the 5 acre minimum necessary to attract urban development, the City should consider purchasing and reassembling these lots before buildout occurs.



## 23. Strip Commercial Development along Santa Rosa Avenue

A section of Old Redwood Highway south of Santa Rosa has become an urban environment without sense of structure. It is, with some notable exceptions, dominated by conflicting and competing signs, utility poles and wires, and an in-harmonious series of structures. Aesthetic improvements in the highway structure itself are virtually nonexistent. This is an environment without visual respite for either the motorist or the pedestrian. It is a dangerous driving environment because the melange of colors and forms disorients the driver, and because of conflicting traffic movements. This is particularly unfortunate because of this area's importance as a gateway to Santa Rosa.

### Implementation Recommendations

- a. The abatement of unauthorized or non-conforming land uses, signs, and use of the County right of way along Highway 101 which is currently in progress, should be followed by other programs, such as:
  1. strengthening the County's sign ordinance
  2. establishing uniform road improvements and a landscaped median
  3. establishing an underground utility program
- b. No open storage of merchandise or equipment abutting streets should be allowed.

## 24. Development Limitations of Roseland-Bellevue Area

Because of existing development and small parcel sizes some parts of the recommended urban expansion area are limited in their potential to achieve full urban densities. Roseland, Bellevue and the Wright District are the most complex examples.

### Implementation Recommendation

Joint City/County neighborhood studies for Roseland, Bellevue, and the Wright District are needed to determine what kinds of neighborhood character and city relationship are desired by the residents and to determine solutions to physical problems which exist. The City should then begin

a program of annexation and services and public improvements at the desired level and location, with County assistance where necessary.

25. Environmental Mangement in Holland Heights and Fountain Grove

Environmental conditions and hazards limit the development potential of other parts of the urban expansion area. The Fountain Grove and Holland Heights areas, which are subject to steep slopes, fire danger, landslides and seismic hazards, are notable examples.

Implementation Recommendation

Development guidelines should be set for these areas, to be met as a condition for annexation relative to hazards and septic limitations.

26. Rural Sprawl Potential in the Hall Road, Piner-Olivet Areas

To complicate the problem of avoiding sprawl and providing for growth, there are areas outside the urban boundary where provision of sewer services may be necessary. Without careful planning, a semi-rural type of sprawl may result.

Implementation Recommendations

- a. As these areas approach densities which make the existence of failing septic systems untenable there should be detailed investigation into the possibility of community scale sewage treatment systems. Treated effluent could be reused for irrigation.
- b. If such systems prove unworkable, and if these areas must be served by Santa Rosa, it should be with "freeway" sewers, which permit no intervening connections, and which are sized only large enough to accommodate the projected population.
- c. A rural level of all other public services should be maintained.

## 27. New Rural Residential Development Areas

Rural residential development is recommended in environmentally suitable areas in the Planning Area. These areas are bounded by lands subject to hazardous conditions or by resource areas which are not suitable for residential development. Lands designated for rural residential development would become hazards themselves were development to occur at greater than suggested densities.

### Implementation Recommendations

- a. Zoning with appropriate lot size minimums (3-5 acres per units) should be established; lot size recommendations for these rural residential areas will differ depending on slope limitations, fire, flooding and geologic hazards, septic requirements and water availability.
- b. Development guidelines should be provided for each area relative to hazardous conditions.
- c. Public service requirements should be determined and monitored in these areas. The Wallace-Riebli-Mark West Springs Road area should be regarded as a priority location in this respect.

## 28. Preservation of Agriculture in the West Plains

Preserving productive agriculture in an area mixed with residential uses is a difficult task. Where additional residential growth is expected, the task becomes even more difficult. The West Plains is such an area. It will require special intergovernmental attention and cooperation to maintain agricultural viability and prevent the area from becoming an indefinite rural residential edge for Santa Rosa.

### Implementation Recommendations

- a. Rezoning to comply with the Land Use Plan should be accomplished where inconsistency exists.
- b. The compatibility of residential and agricultural land uses should be assured by virtue of development guidelines which minimize the need for operational restrictions on the agricultural industry.

- c. The "Agriculture" recommendations of the Environmental Resources Management Element applicable to this area should be implemented.
- d. Where development is projected, the Planned Area District should be used to encourage clustering.
- e. The Planned Area District should also be applied along access routes where a strip development effect should be avoided.
- f. Public services of an urban type, including roads and sewers, should not be considered for this area.
- g. The Crescent Study which includes this area should be continued to resolve more precisely the land use and zoning issues which exist.

#### 29. Community Separators

Open areas along all roads leading into Santa Rosa should be preserved to maintain separation between Santa Rosa and nearby communities. The highest priority separators are along Highway 101 between Rohnert Park and Santa Rosa (see issue 42-Rohnert Park/Cotati Planning Area) and between Larkfield/Wikiup and Santa Rosa (see issue 11-Healdsburg Planning Area). The open space along Highway 12 east and west of the City is also very important but is somewhat less pressured. Included are agricultural lands between Kenwood and Santa Rosa, and between Santa Rosa and Sebastopol, as well as the whole of Taylor Mountain.

#### Implementation Recommendations

- a. Large lot zoning should be keyed to minimum agricultural working unit size.
- b. Urban public services should be withheld by joint powers agreement between the City and County.
- c. Where paid commitments to development exist and/or where parcelization patterns yield a buildout potential which would erode the open space amenity of the area, the Community Separators Study should investigate measures other than zoning to assure the permanency of the open space characteristic.



d. A unique situation exists in the Taylor Mountain Area. Taylor Mountain is a supremely important scenic asset for Santa Rosa. The portion of this area within the proposed urban expansion boundary is subject to development pressure. The potential options for preservation of this extensive landmark include:

1. full fee purchase with the land maintained for use as a public park
2. purchase/lease back for an extensive type of agricultural use
3. development rights purchase
4. development conditioned on clustering, environmental management, and dedication of a sizeable percentage of the land as permanent public open space
5. large lot zoning consistent with an extensive agricultural use

30. Resource Management and Other Environmental Concerns

Upper Bennett Valley, the West Plains and the entrance to the Valley of the Moon are agricultural resource areas which contribute to the Community form of the city. They are also high amenity areas that face residential development pressures. The maintenance of these lands in productive agricultural use should be given highest priority. The mountainous area to the north and east of Santa Rosa has severe environmental limitations requiring protective measures.

Implementation Recommendations

- a. The Environmental Resource Management Element's recommendation for combining district zoning in agricultural areas should be applied. Parcel sizes should be related to specific agricultural uses.

- b. The use of agricultural preserves should be encouraged, and opportunities offered to utilize the open space use provision of the California Land Conservation Act.
- c. The Triple Use Plan for reusing treated wastewater should be implemented in this Planning Area.
- d. Countywide programs for strengthening the agricultural industry which are recommended in the Environmental Resources Management Element should be implemented where applicable to this Planning Area.
- e. In the mountainous areas where severe hazard conditions have been identified, the Public Safety Combining District recommended in the Environmental Resources Management Element should be applied.

#### 34. Relationship to the Transportation Element

Santa Rosa faces major transportation-related problems and opportunities over the next 25 years. The Bikeways Element includes a plan to provide an integrated transportation and recreation bikeways system, and portions of the countywide scenic highways system advocated in the Scenic Highway Element are located in this Planning Area.

The Circulation Element proposes transit and highway improvements whose key features are these:

- a. Upgrade Highway 101 to six lanes with special devices such as ramp metering to maintain reasonable levels of service.
- b. Develop a continuous north-south distributor west of the freeway along the Coffey Lane-Dutton Road alignment. This would connect with Highway 101 at a reconstructed Mendocino Avenue interchange.
- c. Develop a major arterial north of the City running from the reconstructed Mendocino Avenue interchange to Badger Road (with access to Mission Blvd.) and from there by a further extension to Calistoga Road (similar in concept to the Fountain Grove Expressway).

- d. Extend Farmers Lane south and then west to link up with Hearn Avenue (with a reconstructed interchange at Highway 101).
- e. Construct Highway 12 as an at-grade 6-lane boulevard between South "E" Street and Farmers Lane opposite Hoen Avenue
- f. Develop transit intensive corridors along Mendocino Avenue, the Dutton Road-Coffey Lane distributor, and along the east-west corridor of Sebastopol Road-Montgomery Avenue.

The Aviation component of the Transportation Element will include a review of the Sonoma County Airport Master Plan and attempt to integrate the recommendations of this plan into the Countywide Aviation Plan. The projected need for a new general aviation airport in the Santa Rosa Planning Area will also be explored as part of the Aviation Element.

TABLE 29      POPULATION PROJECTIONS FOR THE SANTA ROSA PLANNING AREA

URBAN	1973	1980	1990	2000
Santa Rosa	59,830	88,300	123,010	149,850
Larkfield	2,630	3,330	4,190	4,850
Other Urban	13,235	9,840	5,700	2,500
TOTAL URBAN	75,695	101,500	132,900	157,200
RURAL	1973	1980	1990	2000
Rural Residential	18,520	15,690	13,420	11,140
Other Rural	1,965	2,310	2,580	2,860
TOTAL RURAL	20,485	18,000	16,000	14,000
PLANNING AREA TOTAL	96,180	119,500	148,900	171,200
% Rural	21%	15%	11%	8%
% Urban	79%	85%	89%	92%



TABLE 30

SANTA ROSA PLANNING AREA  
SOCIO-ECONOMIC INFORMATION

HOUSING <sup>(10)</sup>	1973	Construction Needs 1973-2000 <sup>(2)</sup>	% Increase 1973-2000
Single Family <sup>(3)</sup>	24,800	13,150	53
Multi-family	7,650	14,350	178
Mobile Home	3,100	4,100	132
TOTAL	35,600	31,600	89
14,100 or less <sup>(4)</sup>	3,800	3,880	101
14,100 - 28,199 <sup>(5)</sup>	17,500	18,400	105
28,200 - 49,349 <sup>(5)</sup>	11,350	7,600	67
over 49,350	2,950	1,720	60
TOTAL	35,600	31,600	89

EMPLOYMENT <sup>(10)</sup>	1973 <sup>(1)</sup>	2000	% Change 1973-2000
Agricultural/ Mineral	1,070	780	-38
Manufacturing	3,490	10,730	207
Wholesale	1,770	3,560	101
Retail	6,170	15,830	157
Service	13,560	22,010	62
Utilities/ Transport	2,300	3,620	57
Government	6,510	14,820	128
Recreation	860	1,540	79
TOTAL	35,710	72,880	104

COMMERCIAL/INDUSTRIAL ACREAGE	1973	Projected need (2000)	Designated in Local Plans	<sup>(7)</sup> Estimated Available
Manufacturing	320	740	2,280 <sup>(6)</sup>	390 <sup>(6)</sup>
Heavy Commercial	240	620		
Light Commercial	1,080	1,950	2,220	

COMMERCIAL/INDUSTRIAL ZONING <sup>(8)</sup>	Commercial Acreage	Industrial Acreage
Incorporated	560	100
Unincorporated	2,590	2,700
TOTAL	3,150	2,800

Footnotes discussed at end of report

## THE SEBASTOPOL PLANNING AREA

The Sebastopol Planning Area is basically rural, dominated by apple orchards and dairies, with Sebastopol as the urban community focus. This area is also a center of Sonoma County's rural residential lifestyle opportunities. A fragile intermixture of rural residential and orchard land is the character and the challenge of the Sebastopol Planning Area. Accommodating rural residential development in suitable areas while preserving agricultural viability is the primary goal in the Sebastopol Planning Area.

### LAND USE: ISSUES AND IMPLEMENTATION

#### 35. Problems of Urban Expansion in Sebastopol and Graton

Largely because its expansion area is already built up with low density residential development, it could be difficult for Sebastopol to provide urban level services or to develop to full urban densities.



Sebastopol presently conducts a cautious policy toward annexation, generally consistent with the County Land Use Plan. Were Sebastopol to adopt an aggressive growth policy the City would probably look beyond its projected expansion area for areas more amenable to urban development.

Graton is projected to receive sewer service sufficient to more than double the community's Base-year population. This community presently has severe septic and water quality problems which the sewer system is designed to correct. Much of Graton's existing housing is deteriorated which indicates the need for an upgrading of the community's housing stock.

#### Implementation Recommendations

- a. Sebastopol should adopt a policy accepting the proposed year 2000 urban expansion boundary.
- b. No urban services should be extended beyond the expansion line. A Utilities Extension Policy to this effect is needed.
- c. Annexation within the expansion boundary should occur only in response to need.
- d. Neighborhood studies of the expansion area should clarify the desired character and quality of these semi-urban environments.
- e. City services should then be provided at a level in keeping with the findings of the neighborhood studies.
- f. As suggested in the Russian River Planning Area Summary, Graton should be included in a study of the public services aspect of urban growth in the unincorporated communities of western Sonoma County.

#### 36. Rural Residential Development and Agriculture West of Sebastopol

Throughout the area west of Sebastopol, designated as Rural Residential and Agriculture, rural development is recommended for existing, vacant parcels, with some provision for new development which would not interfere with agriculture. The primary goal is to retain agriculture.

## Implementation Recommendations

- a. It is a priority recommendation that the area west of Sebastopol should receive a detailed area study. This could be part of, or at least complementary to, the Rural Areas Land Use and Public Services Study proposed in the Russian River Planning Area Summary. The area first should be rezoned to 20 acre minimum parcel sizes, with adjustments to be made as a result of the area study.
  - b. An aspect of the area study should be exploration of the advisability of an area planning commission or similar intergovernmental device. Local government authority and responsibilities are presently blurred in the minds of many area residents.
  - c. Recognizing the buildout potential of existing parcelization, development guidelines should be established as part of the area study to maintain the predominance of agriculture in the area. The guidelines should include the following considerations:
    1. Housing should at all times be separated from orchards by at least 200 feet to avoid conflict with spraying.
    2. New roads through existing orchards should be avoided.
    3. A 50-100 foot setback from roadways is desirable where possible to avoid a strip development effect. The application of Planned Area Combining District can accomplish this.
    4. Clustering of development, and possible reassembly of lots under the Planned Area Combining District should be encouraged to retain a maximum amount of viable agricultural land.
37. Rural Sprawl Potential West and South of Sebastopol

In areas such as Blackney Road, Baker Lane and Mill Station Road, lands are designated for Rural Residential at 2-3 acres per dwelling unit



primarily to recognize the existing pattern of parcelization. Development in these areas would not conflict with agriculture if the boundaries of the designations were firmly held.

#### Implementation Recommendations

- a. The designated growth areas should be rezoned to 2-3 acre minimums.
- b. Development guidelines should be established to mitigate environmental hazards; the use of a Public Safety Combining District such as is advocated in the Environmental Resources Management Element should be considered.
- c. Clustering and retention of open space should be encouraged -- especially semi-productive open space -- through application of the Planned Area Combining District.
- d. Where possible, setbacks of 50-100 feet should be required to avoid a strip development effect on country roads.
- e. The rate and density of development should be carefully monitored with respect to projected service needs.

#### 38. New Rural Residential Development Areas

Barnett Valley, Harrison Grade, Graton, Furlong, Montgomery and Grandview Roads are all areas designated for new rural residential development. If the designated areas for development are held substantially intact, these areas are both environmentally suitable and do not conflict with agriculture.

#### Implementation Recommendations

- a. These areas should be rezoned to 2-5 acre minimums.
- b. The boundaries of these developing areas should be confined by stabilizing surrounding agriculture with large minimum lot sizes and policy commitment to the maintenance of agriculture.

- c. The clustering, setback, and monitoring recommendations associated with issue 37 should be considered in these areas.

#### 39. Strip Commercial Development

A continuous thread of commercial activity is evolving along a two-mile length of Highway 116 from Sebastopol to Fredericks Road. Re-evaluation of land use along Highway 116 is needed.

#### Implementation Recommendation

This section of Highway 116 is unquestionably overzoned in terms of the commercial needs of the surrounding area. It is likely that the future of this section will intensify as a sporadic mixture of land uses. Other land use options, and better design controls, should be investigated for this gateway approach to Sebastopol.

#### 40. Protection of Dairy Land

Dairy areas in the southern part of the Planning Area are proposed to remain in large acreage parcels. No substantial residential development is recommended.

#### Implementation Recommendations

- a. In the Sebastopol and Petaluma Planning Areas there should be a Dairy Belt Study involving the Planning Department, Farm and Home Advisors' Office, Economic Development Board, and industry representatives which relates the economics of dairying to the Agriculture recommendations in the Environmental Resources Management Element. Study District zoning to establish parcel sizes of 60-100 acres should be applied, pending the determinations of the study.
- b. Adoption of the Land Use Plan will set the limits of urban and rural development. This should be publicized, and further use of Agricultural Preserves in the Dairy Belt should be encouraged in recognition of the goal to maintain agriculture.

#### 41. Protection of Apple Land

The acreage under apple cultivation has not varied considerably during the last twenty years. It is the goal of the Land Use Plan that apple production in these areas be maintained.

## Implementation Recommendations

- a. The area should be immediately rezoned to 20 acre minimum lot sizes (see the Environmental Resource Management Element).
- b. A study of the apple industry by the Planning Department, Farm and Home Advisors' Office, Economic Development Board and apple industry representatives should be revived. This should be complementary to the Rural Areas Land Use and Public Services study described in issue 36.

## Other Environmental Concerns

In addition to the proposals associated with the various issues identified in this Planning Area, the recommendations of the Environmental Resources Management Element should be implemented as applicable regarding unique features, water, and regional parks.

### 42. Relationship to Transportation Element

Traffic congestion is one of the most significant impacts of growth in the Sebastopol Planning Area. The Transportation Element includes a recommended Circulation Plan which attempts to deal with projected traffic impacts. The Scenic Highways Plan and Bike-ways Plan also are applicable to this Planning Area.

The key features of the Circulation Plan are as follows:

1. Improve Occidental Road and provide a new extension to connect with Bodega Highway.
2. Link Todd Road directly to Highway 116 and continue a westward extension to link up with Bodega Highway.
3. Provide a north-south bypass just to the east of the City of Sebastopol.

Under this plan, east-west traffic between Highway 12 and Bodega Highway will bypass north of Sebastopol along Occidental Road. Traffic between the rural residential area to the southwest of Sebastopol and Santa Rosa will use the Todd Road extension leaving only those travelers between the west part of Sebastopol and Santa Rosa on Highway 12 through the center of the City. With the addition of the north-south bypass, there will be virtually no through traffic in the center of Sebastopol.

The potential for transit in this planning area is limited due to the high proportion of rural-residential population and the resulting dispersed travel patterns. The long-range plan is for local service to be provided in Sebastopol with intercommunity service to Santa Rosa and Petaluma.

TABLE 31 POPULATION PROJECTIONS FOR THE SEBASTOPOL PLANNING AREA

URBAN	1973	1980	1990	2000
Sebastopol	4,190	5,660	8,540	10,000
Graton	870	1,160	1,610	2,000
Bloomfield	180	230	240	260
Valley Ford	40	50	60	60
Other Urban	580	500	450	425
TOTAL URBAN	5,860	7,600	10,900	12,745
RURAL	1973	1980	1990	2000
Rural Residential	11,670	12,780	14,060	15,100
Other Rural	605	620	640	655
TOTAL RURAL	12,275	13,400	14,700	15,755
PLANNING AREA TOTAL	18,135	21,000	25,600	28,500
% Rural	68%	64%	57%	55%
% Urban	32%	36%	43%	45%



TABLE 32

SEBASTOPOL PLANNING AREA  
SOCIO-ECONOMIC INFORMATION

HOUSING <sup>(10)</sup>	1973	Construction Needs 1973-2000	% Increase 1973-2000
Single Family <sup>(3)</sup>	5,890	2,940	50
Multi-family	560	1,380	245
Mobile Home	90	740	850
TOTAL	6,540	5,060	77
14,100 or less <sup>(4)</sup>	750	530	70
14,100 - 28,199 <sup>(4)</sup>	2,890	2,750	96
28,200 - 49,349 <sup>(5)</sup>	2,370	1,450	61
over 49,350	550	330	60
TOTAL	6,540	5,060	77

EMPLOYMENT <sup>(10)</sup>	1973 <sup>(1)</sup>	2000	% Change 1973-2000
Agricultural/ Mineral	1,020	730	-28
Manufacturing	1,260	1,260	0
Wholesale	450	890	98
Retail	480	1,080	125
Service	1,270	1,830	44
Utilities/ Transport	40	70	75
Government	410	1,090	166
Recreation	---	200	---
TOTAL	4,950	7,140	44%

COMMERCIAL/INDUSTRIAL ACREAGE	1973	Projected Need (2000)	Designated in Local Plans	<sup>(7)</sup> Estimated Available
Manufacturing	110	120	300 <sup>(6)</sup>	0 <sup>(6)</sup>
Heavy Commercial	10	40		
Light Commercial	100	160		

COMMERCIAL/INDUSTRIAL ZONING <sup>(8)</sup>	Commercial Acreage	Industrial Acreage
Incorporated	930	40
Unincorporated	330	10
TOTAL	1,260	50

Footnotes discussed at end of report

## **THE ROHNERT PARK/COTATI PLANNING AREA**

Maintaining distinct community identities is the highest single priority for the contiguous cities of Rohnert Park and Cotati. The area is strongly influenced by Sonoma State College just to the East, by efficient intercounty service to employment centers to the South and by the economic dominance of Santa Rosa to the North. Tracts of agricultural land surround both of the cities on three sides; rural residential development and the community of Penngrove lie to the South.

### **LAND USE: ISSUES AND IMPLEMENTATION**

#### **43. Maintenance of Rohnert Park's Eastern Boundary**

Much of the land east and south of Rohnert Park is being held on the basis of development speculation; consequently there is pressure for extension of urban services.



Rohnert Park has resisted such pressures primarily because there is sufficient land within the city limits to accommodate growth for many years. Even without the extension of services, there will be pressure for rural residential development at the fringe of the city and preservation of a sharp urban/rural boundary is likely to be continuous problem.

#### Implementation Recommendations

- a. Land east of Petaluma Hill Road should be rezoned for large lot agricultural use: 60-100 acre minimums. A joint powers agreement between the City and County should be created to assure that the City will not accept annexation proposals in the area, and to confirm that the County will hold to large acreage zoning. This also can be accomplished by virtue of an area planning commission or similar intergovernmental device.
- b. The City should adopt a policy of not providing sewer hook-ups outside the proposed expansion area.
- c. LAFCO should adopt a policy of not permitting special district utility services beyond the urban expansion boundaries.
- d. Septic suitability standards should be firmly enforced to limit densities in poor percolation areas.
- e. The existence of geologic and fire hazards in the hillside areas calls for application of the Environmental Resource Management Element's guidelines and management criteria; in particular the use of a Public Safety Combining District should be considered.
- f. "Paper subdivisions" adjacent and near the City should be explored to prevent inappropriate high density development from occurring in a manner which would defy the most minimal planning principles.
- g. The Sonoma State Environs Plan should be revised to achieve consistency with the Land Use Plan.

#### 44. Penngrove Growth Issues

Penngrove is an unincorporated community faced with urban service problems. Septic system failures in the community demonstrate the need for sewer

service, but provision of the service could induce growth in order to spread the cost, thereby changing the character and scale of the community and generating pressure for additional development along Old Redwood Highway.

#### Implementation Recommendations

- a. The provision of sewer for Penngrove from Petaluma should be based on sizing the system to the projected year 2000 population of 1800. The sewer trunk should be a 'freeway line' with no tie-ins between Petaluma and Penngrove.
- b. The present implicit policy agreement among the County, Rohnert Park, Cotati and Petaluma to maintain separation from Penngrove should be reinforced by LAFCO's commitment and enforcement of the sphere of influence boundaries of each community.
- c. The pressure to develop large parcels south of Cotati now held for their speculative value is recognized. City, County and LAFCO policy agreement mentioned above should reinforce large lot agricultural zoning. The use of waste water irrigation (the Triple Use Plan) in this area should be implemented to assist the agricultural industry.
- d. The Area Study undertaken for Penngrove should be expanded and revised where appropriate to include the findings of the General Plan Public Economics Study currently in progress.

#### 45. The Wilfred Avenue Portion of the North Rohnert Park Community Separator

The area northwest of Rohnert Park near the freeway is heavily parcelized, partially developed, and unsewered. It is not well suited to urban expansion even with sewer and water service. Environmental conditions also make the area unsuitable for new rural residential development. The part of the Wilfred Avenue area in the North Rohnert Park community separator is recommended for design review, and in a few cases, acquisition and abatement to provide an open character.

#### Implementation Recommendations

- a. Santa Rosa and Rohnert Park's policies for compact growth should be reinforced by a strong commitment to limitation of public utility services to the area.



LAFCO should not permit special district accommodation of urban services if such an alternative is proposed.

- b. The portion of this area which is within the North Rohnert Park Community Separator should receive a Scenic Design Combining District.
- c. Rezoning to lot sizes larger than 10 acres is unworkable since there are too many existing smaller parcels. Monitoring of build-out relative to environmental limitations and public service requirements is therefore essential.
- d. A program for reassembly of small existing parcels for reestablishment of agriculture should be an aspect of implementing the Triple Use Plan in this Planning Area.

#### 46. Rural Residential Development South of Cotati

One of the largest rural residential areas in the county is located between Cotati and Penn-grove. Historically, this was an egg production region and still retains much of that visual character. Recently new residential development has been filling in vacant parcels. The area, however, is not well suited to intensified residential development.

#### Implementation Recommendations

- a. The overall residential density in this area should be kept to one dwelling unit per 3 acres of land, with parcel sizes varying from 2 to 10 acres depending on environmental suitability and access requirements.
- b. An area planning commission, or similar inter-governmental device, should be considered for this area, including the communities of Cotati and Penn-grove.

#### 47. Rural Residential Development in Sonoma Mountains

Several areas of proposed rural residential infill and expansion are located in the Sonoma Mountains, all predicated upon existing parcelization patterns. Improved development guidelines are necessary to mitigate severe hazards, particularly fault rupture and landsliding, and to prevent serious damage to the scenic qualities of the relatively open hill-sides. Septic and water supply limitations are

also severe in this area.

#### Implementation Recommendations

- a. The Sonoma Mountains should be rezoned to 20-60 acre minimums, except as otherwise indicated in the Land Use Plan.
- b. Buildout of existing rural residential parcelization should be monitored; severe hazards such as fault rupture and landsliding will result from careless development in this area.
- c. Public Safety and Scenic Design Combining Districts should be applied to the entire open hillside area so that site plan review and design control is required.

#### 48. Critical Community Separators: North Rohnert Park and Meacham Hill

About 1000 acres between Santa Rosa and Rohnert Park have been designated as critical for community separator purposes, over half of which is located within Rohnert Park's city limits. Meacham Hill is a visual and physical break between Petaluma and Cotati; approximately 1600 acres of this area is also designated as critical to a goal of community separation. Complete descriptions of these areas are included in the Community Separator Section of Countywide Findings and Conclusions.

#### Implementation Recommendation

Recommendations regarding this issue are found in the Community Separator section of the Countywide Findings and Conclusions chapter.

#### 49. Resource Management and Other Environmental Concerns

Certain low yield areas, particularly in the Petaluma Hill Road area, and to some extent in the western portion of the Planning Area, may be suitable for increased agricultural production. Experimentation is currently being conducted to determine the suitability of portions of this Planning Area for double cropping grains and other types of feed (The Triple Use Plan), as part of a larger plan for eventual wastewater irrigation in this and other areas of the County. Retention and encouragement of expanded agricultural production are keys to the success of the Land Use Plan in the Rohnert Park/Cotati Planning Area.

## Implementation Recommendations

- a. The applicable Agriculture recommendations in the Environmental Resources Management Element should be implemented, with emphasis on the initiation and development of the Triple Use Plan.
- b. Other applicable Environmental Resources Management Element recommendations should be implemented regarding unique features, water, and regional parks.

### 50. Relationship to Transportation Element

The Bikeways component of the Transportation Element attempts to integrate Rohnert Park's and Cotati's Bikeways Plans into the Countywide Bikeways Plan. There are several findings and recommendations in the Scenic Highways component which are directly applicable to the Rohnert Park/Cotati Planning Area.

Key features of the recommended Circulation Plan for this Planning Area are as follows:

1. Improve Petaluma Hill Road to four lanes.
2. Improve Stony Point Road to 2R standard.\*
3. Extend Rohnert Park Expressway west to Stony Point Road (2R standard) and then by an additional extension to Highway 12 (also 2R).
4. Improve Rohnert Park Expressway to four lanes to the complete section between Highway 101 and Petaluma Hill Road.

One of the critical transportation elements in this Planning Area is the Hub in Cotati. With the improvements to Petaluma Hill Road and Rohnert Park Expressway, the recommended plan is for traffic management improvements only, both within the Hub and on the four major roads leading into the Hub. However, it should be emphasized that this assumes that the major access into Sonoma State College is from the north off Rohnert Park Expressway. Present plans for circulation within the campus are uncertain but it is recommended that a major internal circulation link be developed to connect Rohnert Park Expressway to the parking areas south of the campus. Consideration should also be given to locating future parking areas in the north rather than in the south.

With the magnitude and density of the projected growth in the Rohnert Park-Cotati Planning Area, coupled with the large scale activity centers such as the Hub and the Sonoma State College campus, a high level of intra-community transit service (level M or H) is considered

\*The term "2R" refers to the rural thoroughfare which is a high standard facility with two continuous lanes of travel.

feasible. Intercommunity service must be considered in terms of the total corridor and a high level of service to Santa Rosa and to areas south of the County line should be implemented. Service to other communities, such as Sebastopol, would be limited to a level (L) bus operation designed to serve captive users. Provision of satellite parking adjacent to nodes on the 101 system could enhance linked trips.

The achievement of a high level of service for intercommunity trips along the 101 corridor is essential for keeping the level of required highway improvements on Highway 101 to six lanes. In addition, a high level corridor service coupled with feeder systems is important for reducing peak hour demands on the Rohnert Park Expressway and the Hub.

TABLE 33 POPULATION PROJECTIONS FOR THE ROHNERT PARK/COTATI AREA

URBAN	1973	1980	1990	2000
Cotati	2,200	4,840	7,200	8,860
Rohnert Park	8,850	19,370	28,800	35,430
Penngrove	600	870	1,250	1,500
Other Urban	100	100	100	100
TOTAL URBAN	11,650	25,200	37,350	45,890
RURAL	1973	1980	1990	2000
Rural Residential	1,740	1,930	2,120	2,250
Other Rural	220	270	330	360
TOTAL RURAL	1,960	2,200	2,450	2,610
PLANNING AREA TOTAL	13,610	27,400	39,800	48,500
% Rural	14%	8%	6%	5%
% Urban	86%	92%	94%	95%



TABLE 34

 ROHNERT PARK/COTATI PLANNING AREA  
 SOCIO-ECONOMIC INFORMATION

HOUSING <sup>(10)</sup>	1973	Construction Needs 1973-2000 (2)	% Increase 1973-2000
Single Family (3)	3,180	3,380	106
Multi-family	1,100	3,800	346
Mobile Home	1,150	3,120	271
TOTAL	5,430	10,300	190
14,100 or less <sup>(4)</sup>	470	980	208
14,100 - 28,199 <sup>(5)</sup>	3,200	6,970	218
28,200 - 49,349 <sup>(5)</sup>	1,440	1,970	137
over 49,350	320	380	117
TOTAL	5,430	10,300	190

EMPLOYMENT <sup>(10)</sup>	1973 <sup>(1)</sup>	2000	% Change 1973-2000
Agricultural/ Mineral	140	100	-40
Manufacturing	450	1,300	189
Wholesale	120	240	100
Retail	340	2,900	753
Service	620	2,800	352
Utilities/ Transport	50	1,020	1,940
Government	1,500	5,590	254
Recreation	(9)	210	---
TOTAL	3,310	14,120	326.6

COMMERCIAL/INDUSTRIAL ACREAGE	1973	Projected need (2000)	Designated in Local Plans	(7) Estimated Available
Manufacturing	30	110	480	280 <sup>(6)</sup>
Heavy Commercial	30	100	330*	
Light Commercial	70	360		

COMMERCIAL/INDUSTRIAL ZONING (8)	Commercial Acreage	Industrial Acreage
Incorporated	1,030	60
Unincorporated	170	100
TOTAL	1,200	160

\*Heavy Commercial and Light Commercial  
Combined

Footnotes discussed at end of report

## THE PETALUMA PLANNING AREA

The Petaluma Planning Area is located at the southern end of Sonoma County's urbanizing corridor. This location plus lower housing costs relative to Marin County make Petaluma an attractive housing market for commuters to employment in Marin and San Francisco. Petaluma lies also in the center of the Marin-Sonoma dairy belt and is a community with a considerable agricultural heritage. Balancing the urban pressure with the desire to maintain agriculture is the challenge of the next 25 years.

### LAND USE: ISSUES AND IMPLEMENTATION

#### 51. Maintenance of Petaluma's Eastern Boundary

Petaluma's compact urban area, relatively high density, and growth potential mean there will be pressures to expand the developable area. Pressure for development will be greatest



on the City's eastern edge where extension of urban services would rapidly convert agricultural land to residential subdivisions. City and County policies agree on the desirability of preserving this agricultural land. However, implementation of these policies will require special effort and cooperation.

#### Implementation Recommendations

- a. The City and County should make the following commitments to a public services policy outside the urban expansion area:
  1. Sewer hook-ups to existing lines should not be provided, nor should any other urban level services.
- b. Rezoning of the urban expansion area to 10-20 acre lot size minimums where appropriate should be initiated upon General Plan adoption. City-County implementation should include joint powers agreements, or the use of an intergovernmental device such as an area planning commission whose jurisdiction would cover other portions of this Planning Area (See Issue 53).
- c. LAFCO should not permit special district utility services beyond the urban expansion boundary.
- d. Septic suitability standards should be firmly enforced.
- e. See Issue 54 for implementation of resource preservation.

#### 44. Penngrove Growth Issues

This issue is discussed in the Rohnert Park/Cotati Planning Area Summary.

#### 52. Urban Expansion in the Petaluma Boulevard Area

The land along Petaluma Blvd. North is unincorporated but is functionally a part of Petaluma. The area is characterized by a major transportation arterial, commercial and residential development that borders Petaluma Blvd., and rural residential development to the west. Failing septic systems and other problems prompted a proposal for a joint City-County study. More study and City-County cooperation will be necessary to insure satisfactory incorporation into the City.

### Implementation Recommendations

- a. The City should consider a program of redevelopment to reassemble lots and release them for development.
- b. There should be an ongoing extension of services into blighted areas even at heavy public expense.
- c. Development guidelines should be established relative to environmental hazards in areas that will remain rural residential.
- d. A joint City-County area study should be initiated to determine the character and nature of development desired for the area.

### 53. Rural Residential Development in Liberty Valley

Liberty Valley is a rural residential area west and north of Petaluma and is one of the largest areas of this type in the county. The essential character of the area stems from a time when Petaluma was the major center of egg production. In recent years, use of the area has shifted from predominantly agricultural to predominantly residential, and a substantial number of new dwelling units have been constructed. Residential development is projected to continue to fill in the area for some time at a moderate rate. Because the area is not well suited to residential development without public services, and because the area's historical character and style of life is jeopardized by urban density development, growth must be guided carefully.

### Implementation Recommendations

- a. Development guidelines should be established to preserve the character of area as it further develops. This can be achieved with the utilization of the Historic Combining District.
- b. The compatibility of residential and agricultural land uses should be assured by virtue of development guidelines which minimize the need for operational restrictions on the agricultural industry.
- c. Urban levels and types of service should not be provided for this area.



- d. Rezoning should be accomplished to reflect 2-5 acre parcel size minimums.
- e. Surrounding agriculture and other resource management areas should be maintained as indicated in Issue 54.
- f. A Rural Area Land Use and Public Services study for Liberty Valley should be initiated. The study should include investigation of the advisability of an area planning commission or similar intergovernmental device.

#### 48. Meacham Hill Community Separator

The Meacham Hill Community Separator is one of the most significant breaks in urban development along Highway 101 between Petaluma and Healdsburg. A complete description and list of recommendations is included in the Community Separator sections of the Countywide summary and in the Rohnert Park/Cotati Planning Area Summary.

#### 54. Resource Management and Other Environmental Concerns

Preserving the dairy belt that nearly surrounds Petaluma is a high priority goal of the General Plan. However, some additional low density development is projected to take place, primarily on existing parcels and with special attention to maintenance of the agricultural resource. Another environmentally important resource in this Planning Area is the Bay Marshlands. Flooding is a recurrently serious problem in portions of this area.

#### Implementation Recommendations

- a. In the Sebastopol and Petaluma Planning Areas there should be a Dairy Belt Study involving the Planning Department, Farm and Home Advisors' Office, Economic Development Board, and industry representatives which relates the economics of dairying to the Agriculture recommendations in the Environmental Resources Management Element. Study District zoning to establish parcel sizes of 60-100 acres should be applied, pending the determinations of the study.
- b. Adoption of the Land Use Plan will set the limits of urban and rural development. This should be publicized, and further use of Agri-

cultural Preserves in the Dairy Belt should be encouraged in recognition of the goal to maintain agriculture.

- c. Marshlands should be protected through application of a Biotic Resources Combining District as proposed in the Environmental Resources Management Element. These areas should be eligible for California Land Conservation Act Open Space Preserves.
- d. Flood plain zoning in the 100 year flood plain should be established.
- e. Other Environmental Resources Management Element recommendations applicable to this Planning Area should be implemented regarding geologic hazards, water, and regional parks.

#### 55. Relationship to Transportation Element

The Transportation Element includes Bikeways Plan and Scenic Highways Plan recommendations that are particularly relevant to the Petaluma Planning Area. The forthcoming Aviation Element will also make recommendations which will affect land use, particularly concerning potential sites for a new general aviation airport in the Petaluma Planning Area. Key features of the Circulation Plan are:

- 1. Extend McDowell Road north to Petaluma Hill Road (2R)\*
- 2. Improve Ely Road to 2R standard.
- 3. Improve Skillman Lane to 2R standard and extend it directly westward to Highway 116.
- 4. Extend Skillman Lane north of Petaluma Blvd. to a new interchange with Highway 101.
- 5. Create a new north-south link between Skillman Lane and Bodega Avenue (in the vicinity of Lohrman Lane and Marshall Lane).
- 6. Develop Washington Street as a transit intensive corridor.
- 7. Provide a direct east-west connection between Lakeville Road and Stage Gulch Road (Highway 116) and improve Stage Gulch Road.

The highway improvement plan for this area thus emphasizes by-passing Highway 101-bound traffic from the west side of Petaluma and providing only traffic management improvements around the downtown area on the west side of the river. The new east-west alignment of Highway 116 is a key link, since the Land Use Plan calls for increased employment opportunities in Petaluma with the result that there will be an increase in commuting from Sonoma to Petaluma at the expense of commuting from Sonoma to Santa Rosa. It will also divert traffic from Highway 12 in the Valley of the Moon.

The compact nature of central Petaluma encourages development of a high level of intracommunity transit service. Central Petaluma will serve as a focus for this service and as a center for intercommunity service to the north and south. Washington Street will play a major role by serving as a transit intensive corridor.

\*The term "2R" refers to the rural thoroughfare which is a high standard facility with two continuous lanes of travel.

TABLE 35      POPULATION PROJECTIONS FOR THE PETALUMA PLANNING AREA

URBAN	1973	1980	1990	2000
Petaluma	29,800	36,750	49,600	66,150
Other Urban	300	150	100	50
TOTAL URBAN	30,200	36,900	49,700	66,200
RURAL	1973	1980	1990	2000
Rural Residential	7,050	7,200	7,600	7,700
Other Rural	2,100	2,200	2,600	2,800
TOTAL RURAL	9,150	9,400	10,200	10,500
PLANNING AREA TOTAL	39,350	46,300	59,900	76,700
% Rural	23%	20%	17%	14%
% Urban	77%	80%	83%	86%



TABLE 36

PETALUMA PLANNING AREA  
SOCIO-ECONOMIC INFORMATION

HOUSING <sup>(10)</sup>	1973	Construction Need 1973-2000 <sup>(2)</sup>	% Increase 1973-2000
Single family <sup>(3)</sup>	10,900	7,350	67
Multi-family	1,620	5,060	311
Mobile Home	730	1,950	270
TOTAL	13,250	14,360	108
14,100 or less <sup>(4)</sup>	1,190	1,440	121
14,100 - 28,199 <sup>(5)</sup>	5,820	8,040	139
28,200 - 49,349 <sup>(5)</sup>	5,350	4,030	76
over 49,350	890	850	94
TOTAL	13,250	14,360	108

EMPLOYMENT <sup>(10)</sup>	1973 <sup>(1)</sup>	2000	% Change 1973-2000
Agricultural/ Mineral	660	480	-27
Manufacturing	770	1,530	99
Wholesale	650	1,290	98
Retail	1,560	6,460	314
Service	2,670	5,410	103
Utilities/ Transport	610	1,400	130
Government	1,030	3,700	252
Recreation	120	550	358
TOTAL	8,050	20,800	158

COMMERCIAL/INDUSTRIAL ACREAGE	1973	Projected need (2000)	Designated in Local Plans	<sup>(7)</sup> Estimated Available
Manufacturing	80	180	1,000 <sup>(6)</sup>	460 <sup>(6)</sup>
Heavy Commercial	140	280		
Light Commercial	260	680		
			360	

COMMERCIAL/INDUSTRIAL ZONING <sup>(8)</sup>	Commercial Acreage	Industrial Acreage
Incorporated	310	1,090
Unincorporated	340	3,450
TOTAL	650	4,540

Footnotes discussed at end of report

## **THE SONOMA VALLEY PLANNING AREA**

The Sonoma Valley Planning Area includes the Valley of the Moon and extends south to San Pablo Bay. Agriculture, regional recreation facilities, beautiful scenery, a diversity of lifestyles, and a rich history characterize this unique Planning Area.

Preservation and maintenance of the character and resources of the Sonoma Valley is the overriding principle used in planning for this area.

### **LAND USE: ISSUES AND IMPLEMENTATION**

#### **56. Urban Boundary for Sonoma**

The urban area designated for Sonoma on the Land Use Plan conforms with the city's desire for urban expansion. However, Sonoma considers its potential jurisdiction to include its entire water service area which extends to the



Sonoma-Napa Mountains. The City would designate most of this area for low density uses such as rural residential and agriculture. The County General Plan views extensive annexation of rural residential and agricultural lands as unnecessary and potentially growth inducing. It is important to note that providing residential holding capacity in excess of the current estimate of demand may have implications to this Planning Area: the General Plan projection of demand could prove to be low if a regional shift northward should materialize. The southern half of the Planning Area is in commuter range and therefore would be particularly vulnerable.

#### Implementation Recommendations

- a. Lands east of Sonoma designated Rural Residential should be immediately rezoned to 2-3 acre minimums.
- b. A joint powers agreement between the City of Sonoma and the County should be established to exclude sewers outside the urban expansion area and maintain services at rural standards.
- c. City annexations should occur only in response to demonstrated need.
- d. Consideration should be given to amplifying the role and responsibilities of the present Area Planning Commission to make it truly intergovernmental.

#### 57. Growth Limitations within Sonoma Valley Sanitation District

There is more land within the Sonoma Valley Sanitation District, especially north of Aqua Caliente Road, than is designated for urban development in the County Plan. Compact growth is problematic unless there is agreement on the location and extent of potential urban development and actual provision of service only in those designated areas.

#### Implementation Recommendations

- a. A joint powers agreement between the County and the Sonoma Valley Sanitation District should be established to insure that the location and extent of services coincides with County projections for urban development

within the District itself.

- b. LAFCO should not permit the extension of utilities south of the present service district boundaries.
- c. The Boyes Hot Springs Area should be included in a study of the public services aspect of urban growth in the unincorporated communities of the Sonoma Valley. Kenwood and Glen Ellen also should be included.

#### 58. Growth Limitations in Kenwood

Sewer service is not projected for Kenwood. The area should be subjected to firm enforcement of water quality and septic standards to ensure environmental quality without requiring sewer service.

##### Implementation Recommendations

- a. Utilities should be excluded from the Kenwood area.
- b. The Kenwood expansion area should be rezoned to 5 acre minimums.
- c. Water quality and septic performance should be carefully monitored.
- d. Kenwood should be included in the unincorporated communities study described in Issue 57.

#### 59. Rural Residential Development in Mountain Areas

Low density rural development is recommended for the Enterprise Road, Warm Springs Road and Sonoma Mountain Road areas. The suggested locations for such development are basically good but a limited water supply and marginal septic suitability represent development limitations in these areas.

##### Implementation Recommendations

- a. Areas designated as low density should be rezoned to 10 acre minimums with flexibility being possible with application of the Planned Area Combining District.
- b. Proof of wet weather percolation on 10-40 acre subdivisions before lot split occurs should be required.
- c. 50-100 foot setbacks from rural roads should be required to avoid a strip development effect.



- d. This area should be the subject of a Rural Areas Land Use and Public Services Study to determine public services needs as they relate to development potential.

60. Rural Residential Development in the Sobre Vista Area

A 460 acre hillside area near Sonoma State Hospital is being developed at a density of 2-4 acres per unit, which is reflected in the Land Use Plan. The area is suitable for rural residential development but accessibility requirements and the magnitude of the development necessitate that the growth be monitored carefully to provide advance warning of serious health and safety problems.

Implementation Recommendations

- a. Development guidelines for environmental hazards and scenic amenities should be established and applied through appropriate combining districts.
- b. Monitoring of water supply and quality, and septic performance, as well as slope instability problems should be undertaken during and after development of the area.

61. Rural Residential Infill

Rural development recommendations are confined largely to already committed areas on lands which will not interfere with agricultural production. These areas are frequently not well suited for high density rural development according to a strict interpretation of environmental factors but they are highly parcelized and at least partially developed. In many areas little or no subdivision would be required to achieve the recommended density.

Implementation Recommendations

- a. These areas should be rezoned to 2-3 acres per unit minimums, subject to design review. The Scenic Design Combining District should be utilized.
- b. A policy requiring buildout of existing parcels before further parcelization should be followed.

- c. Septic tank percolation tests and well tests should be used periodically to measure performance and provide advance warning of public health problems.

## 62. Resource Management and Other Environmental Concerns

Preservation of the productive capacity of agriculture throughout the Valley and other managed resource lands such as the Bay Marshlands is a central goal of the General Plan. Floodplain zoning exists along the southern extremity of Sonoma Creek but not in all portions of the 100 year floodplain.

### Implementation Recommendations

- a. Productive agricultural lands should be rezoned to 20-40 acre minimums.
- b. Adoption of the Land Use Plan will set the limits of urban and rural development. This should be publicized, and further use of Agricultural Preserves should be encouraged in recognition of the goal to maintain agriculture.
- c. Parcelized areas already below 20 acres should be rezoned to 10 acre minimums.
- d. Where development below 10 acres per unit is already permitted to existing buildout potential, development guidelines should be established to avoid interference of residential uses with agricultural industry functioning.
- e. Specific agricultural resource recommendations of a countywide nature which are applicable to this Planning Area are found in the Environmental Resources Management Element. This is also the case regarding unique features, geologic hazards, fire hazards, water, marine resources, historic preservation, and regional parks.

## 63. Relationship to Transportation Element

The Scenic Highways and Bikeways plans are particularly relevant because of the recreation potential of this Planning Area. Work is presently underway on a Sonoma Valley Master Plan for general aviation, the results of which will be relevant to the Land Use Plan. These plans as well as the Circulation Plan are included

in the appropriate sub-elements of the Transportation Element.

Key features of the Circulation Plan are as follows:

1. Improve Highway 12 to the 2R\* standard between Glen Ellen and Agua Caliente.
2. Improve Highway 12 to four lanes between Agua Caliente and Napa Street.
3. Continue Highway 12 south along a new alignment rejoining Highway 12 at the south end of Broadway (2R).
4. Improve Highway 121 to four lanes between Big Bend and the intersection with Highway 12.
5. Improve all of Highway 121 and 116 to 2R standards (except for the section of Highway 121 listed above).

Transit in this planning area should consist of local service focused on the Central Business District of the City of Sonoma and inter-community service to Santa Rosa and Petaluma.

\*The term "2R" refers to the rural thoroughfare which is a high standard facility with two continuous lanes of travel.

TABLE 37

## POPULATION PROJECTIONS FOR THE SONOMA PLANNING AREA

URBAN	1973	1980	1990	2000
Sonoma	4,650	5,800	8,930	12,300
Boyes Springs				
Aqua Caliente	6,065	7,580	9,220	9,800
El Verano				
Fetters Springs				
Kenwood	800	1,000	1,100	1,100
Glen Ellen	600	750	1,000	1,200
Sonoma State Hospital	2,830	2,800	2,800	2,800
Other Urban	300	270	250	245
TOTAL URBAN	15,245	18,200	23,100	27,445
RURAL	1973	1980	1990	2000
Rural Residential	8,390	8,860	9,620	9,965
Other Rural	3,020	3,240	3,580	3,790
TOTAL RURAL	11,410	12,100	13,200	13,755
PLANNING AREA TOTAL	26,655	30,300	36,300	41,200
% Rural	43%	40%	36%	33%
% Urban	57%	60%	64%	67%



TABLE 38

SONOMA PLANNING AREA  
SOCIO-ECONOMIC INFORMATION

HOUSING <sup>(10)</sup>	1973	Construction Needs 1973-2000 <sup>(2)</sup>	% Increase 1973-2000
Single Family <sup>(3)</sup>	6,340	2,420	38
Multi-family	1,500	2,960	198
Mobile Home	840	1,750	209
TOTAL	8,680	7,130	82
14,100 or less <sup>(4)</sup>	1,070	900	84
14,100 - 28,199 <sup>(4)</sup>	4,010	4,600	115
28,200 - 49,349 <sup>(5)</sup>	2,600	1,350	52
over 49,350	1,000	280	28
TOTAL	8,680	7,030	82

EMPLOYMENT <sup>(10)</sup>	1973 <sup>(1)</sup>	2000	% Change 1973-2000
Agricultural/ Mineral	760	550	-28
Manufacturing	610	1,010	66
Wholesale	80	160	100
Retail	690	1,850	168
Service	2,130	3,260	53
Utilities/ Transport	180	320	78
Government	2,510	3,280	31
Recreation	170	400	76
TOTAL	7,240	10,820	49

COMMERCIAL/INDUSTRIAL ACREAGE	1973	Projected need (2000)	Designated in Local Plans	<sup>(7)</sup> Estimated Available
Manufacturing	60	90	230 <sup>(6)</sup>	10 <sup>(6)</sup>
Heavy Commercial	50	70		
Light Commercial	190	310	110	

COMMERCIAL/INDUSTRIAL ZONING <sup>(8)</sup>	Commercial Acreage	Industrial Acreage
Incorporated	30	10
Unincorporated	70	410
TOTAL	100	420

Footnotes discussed at end of report

## FOOTNOTES FOR PLANNING AREA SOCIOECONOMIC TABLES

The Socioeconomic Information Tables included at the end of each Planning Area write-up contain footnotes which are identical for each table. These footnotes are for Tables

1. Employment figures for 1973 are average annual for 1972.
2. "Construction Needs" includes units for the replacement of demolitions, conversions, and for vacancy requirements. Future demand for new "seasonal" or "summer" homes by non-residents has not been included in these figures.
3. The single family category includes all mobile homes which are located on single lots.
4. All mobile homes have been placed in the \$14,100-28,199 category.
5. Multi-family units valued at \$28,000 and over have been included in the \$28,200-\$49,349 category. This procedure may cause a minor understatement of the number of units in the \$49,350 and over category.
6. Acreage of Manufacturing/Heavy Commercial lands designated in municipalities.
7. County Economic Development Board's estimate of Manufacturing and/or Heavy Commercial acreage serviced by municipal sewer and water and available for use.
8. Assessor's Parcel File listing of October, 1975. The totals listed for industrial and commercial acreages are low because some zoning and acreage data are not listed in the Parcel File.
9. Insufficient zoning and acreage data was available in the Coastal and Russian River Planning Areas.
10. Housing and Employment information was developed by URC, Inc., economic consultants to the General Plan Program, and by the Sonoma County Advanced Planning Staff.

## APPENDIX 1

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**COMMUNITY  
DEVELOPMENT**

SONOMA COUNTY GENERAL PLAN

**DECEMBER 1975**

**APPENDIX 2**

**DRAFT  
ENVIRONMENTAL  
IMPACT  
REPORT**

DRAFT ENVIRONMENTAL IMPACT REPORT  
Sonoma County General Plan

On January 7, 1975 a set of amendments to the State Guidelines on E.I.R.'s was adopted for implementation of the California Environmental Quality Act.

Article 9, Section 15148, of the California Environmental Quality Act Guidelines, states that a separate EIR document is not required, provided that the General Plan addresses all the points required, and that it contains a special section identifying where each of the points is addressed. The draft EIR for the Community Development Element identifies where the General Plan document addresses each of the points required, and is accompanied by a list of reference documents.

Any person wishing to acquire the draft EIR and reference documents list, or wishing to review a reference document may do so at the Advanced Planning Division, 2403 Professional Drive, Santa Rosa, Ca 95401 (telephone (707) 527-2864).

Review and comment on the draft EIR is encouraged. Comments should be mailed to the Advanced Planning Division, at the above address.



## PART II. COMMUNITY DEVELOPMENT ELEMENT

(1)

### I. DESCRIPTION OF PROJECT

### DOCUMENT REFERENCE

The description of the project shall contain the following information but should not supply extensive detail beyond that needed for evaluation and review of the environmental impact.

- (a) The precise location and boundaries of the proposed project shall be shown on a detailed map, preferably topographic. The location of the project shall also appear on a regional map.
- (b) A statement of the objectives sought by the proposed project.
- (c) A general description of the project's technical, economic, and environmental characteristics, considering the principal engineering proposals and supporting public service facilities.

- (a) 1. Land Use Plan Map  
Document 7  
"Countywide Findings and Conclusions"
- 2. Planning Area Map  
Document 9, Page 52
- 3. Regional Map  
Document 10, Page 6

- (b) 1. Document 7  
"Introduction" and  
Countywide Implementation"
- 2. Document 13
- 3. Document 14

- (c) 1. Document 7  
"Introduction" and  
Countywide Findings and Conclusions"
- 2. Document 10

### 2. DESCRIPTION OF ENVIRONMENTAL SETTING

An EIR must include a description of the environment in the vicinity of the project, as it exists before commencement of the project, from both a local and regional perspective. Knowledge of the regional setting is critical to the assessment of environmental impacts. Special emphasis should be placed on environmental resources that are rare or unique to that region. Specific reference to related projects, both public and private, both existent and planned in the region should also be included, for purposes of examining the possible cumulative impact of such projects.

- (2) 1. Document 3, pgs. 4,5 and 6
- 2. Document 4
- 3. Document 2
- 4. Document 18
- 5. Document 1
- 6. Document 9,  
pgs. 113-116; 122-125

(1) See attached documents list

### 3. ENVIRONMENTAL IMPACT

All phases of a project must be considered when evaluating its impact on the environment: Planning, acquisition, development and operation. The following subjects shall be discussed, preferably in separate sections or paragraphs. If they are not discussed separately, the EIR shall include a table showing where each of the subjects is discussed.

- (a) 1. Document 8  
"Countywide Findings and Conclusions";  
"Planning Area Findings and Conclusions"
- 2. Document 11, pgs. 97-98
- 3. Document 12, Technical Report (in preparation)
- 4. Document 17
- 5. Document 20

- (a) The Environmental Impact of the Proposed Action: Describe the direct and indirect impacts of the project on the environment, giving due consideration to both the short-term and long-term effects.

It should include specifics of the area, the resources involved, physical changes, alterations to ecological systems and changes induced in population distribution, population concentration, the human use of the land (including commercial and residential development) and other aspects of the resource base such as water, scenic quality and public services.

- (b) 1. Document 7  
"Findings and Conclusions: Population Section"; "Planning Area Issues and Implementation"
- 2. Document 8  
"Findings and Conclusions: Population Section"; "Planning Area Issues and Implementation"
- 3. Document 16
- 4. Document 17
- 5. Document 11, pgs. 37-91
- 6. Document 12

- (b) Any Adverse Environmental Effects Which Cannot be Avoided if the Proposal is Implemented: Describe any adverse impacts, including those which can be reduced to a significant level but not eliminated. Where there are impacts that cannot be alleviated without imposing an alternative design, their implications and reasons why the project is being proposed, notwithstanding their effect, should be described. Describe impacts on aesthetically valuable surroundings, or on human health.

(c) Mitigation Measures Proposed to Minimize the Impact: Describe avoidable adverse impacts, including inefficient and unnecessary consumption of energy, and the measures proposed to minimize these impacts. This discussion shall include an identification of the acceptable levels to which such impacts will be reduced, and the basis upon which such levels were identified. Where alternative measures are available to mitigate an impact, each should be discussed and the basis for selecting one alternative should be identified. Energy conservation measures as well as other appropriate mitigation measures, shall be discussed. Examples of energy conservation measures are provided in Appendix F.

(d) Alternatives to the Proposed Action: Describe reasonable alternatives to the project, or to the location of the project, which could feasibly attain the basic objectives of the project, and why they were rejected in favor of the ultimate choice. The specific alternative of "no project" must always be evaluated along with the impact. Describe alternatives capable of substantially reducing or eliminating any environmentally adverse impacts, even if these alternatives substantially impede the attainment of the project objectives, and are more costly.

(e) The Relationship between Local Short-Term Uses of Man's Environment and the Maintenance and Enhancement of Long-Term Productivity: Describe the cumulative and long-term effects of the proposed project which adversely affect the state of the environment. Special attention should be given to impacts which narrow the range of beneficial uses of the environment or pose long-term risks to health or safety. In addition, the reasons why the proposed project is believed by the sponsor to be justified now, rather than reserving an option for further alternatives, should be explained.

- (c) 1. Document 7  
"Countywide Findings and Conclusions"; Issues and Implementation".  
2. Document 11  
3. Document 12  
4. Document 16

- (d) 1. Document 6  
Section II; III;  
Appendix II  
2. Document 9, pgs. 9-44  
3. Document 6  
"No project" ref.  
4. Document 15  
5. Document 7  
6. Document 17  
7. Document 19  
8. Document 20

- (e) 1. Document 7  
"Introduction" and  
"Countywide Findings and Conclusions"

- (f) 1. Document 7  
2. Document 17  
3. Document 11  
"Geothermal"  
pgs. 75-76;  
"Agriculture";  
pgs. 61-71;  
"Minerals"  
pgs. 72-74.

- (g) 1. Document 8  
"Introduction";  
"Countywide Findings  
and Conclusions";  
"Planning Area Find-  
ings and Conclusions".  
2. Document 5

(f) Any Irreversible Environmental Changes Which Would be Involved in the Proposed Action Should it be Implemented. Uses of non-renewable resources during the initial and continued phases of the project may be irreversible since a large commitment of such resources makes removal or nonuse thereafter unlikely. Primary impacts, and particularly, secondary impacts (such as highway improvement which provides access to a non-accessible area) generally commit future generations to similar uses. Also irreversible damage can result from environmental accidents associated with project. Irretrievable commitments of resources should be evaluated to assure that such current consumption is justified.

(g) The Growth-Inducing Impact of the Proposed Action: Discuss the ways in which the proposed project could foster economic or population growth, either directly or indirectly, in the surrounding environment. Included in this are projects which would remove obstacles to population growth (a major expansion of a waste water treatment plant might, for example, allow for more construction in service areas). Increases in the population may further tax existing community service facilities so consideration must be given to this impact. Also discuss the characteristic of some projects which may encourage and facilitate other activities that could significantly affect the environment, either individually or cumulatively. It must not be assumed that growth in any area is necessarily beneficial, detrimental or of little significance to the environment.



#### 4. ORGANIZATIONS AND PERSONS CONSULTED

The identity of all federal, state or local agencies, other organizations and private individuals consulted in preparing the EIR, by contract or other authorization must be given.

4. 1. So. Co. Planning Dept.  
E.I.R. Division,  
Mr. Tom Cordill,  
Mr. Ray Krauss
2. County Counsel, Sonoma  
County  
Mr. Prentice Fish
3. Madrone Associates,  
Northgate Industrial Park,  
San Rafael, Ca., Ms. Nona  
Dennis, Ms. Rennie  
Kingsley
4. State of California,  
the Resource Agency,  
California EIR Monitor
5. Association of Bay  
Area Governments, Regional  
Clearinghouse, Library of  
Environmental Information

#### 5. WATER QUALITY ASPECTS

Describe in the environmental setting section, and other sections where applicable, water quality aspects of the proposed project which have been previously certified by the appropriate state or interstate organization as being in substantial compliance with applicable water quality standards.

#### 6. CONTENTS OF FINAL ENVIRONMENTAL IMPACT REPORT

(a) The Final EIR shall consist of:

1. The Draft EIR or a revision of the draft.
2. Comments and recommendations received on the Draft EIR verbatim or in summary.
3. A list of persons, organizations and public agencies commenting on the Draft EIR.
4. The responses of the Lead Agency to significant environmental points raised in the review and consultation process.

(b) The response of the Lead Agency to comments received may take the form of a revision of the Draft EIR or may be an attachment to the Draft EIR. The response shall describe the disposition of significant environmental issues raised (e.g., revisions to the proposed project to mitigate anticipated impacts or

objections). In particular the major issues raised when the Lead Agency's position is at variance with recommendations and objections raised in the comments must be addressed in detail giving reasons why specific comments and suggestions were not accepted, and factors of overriding importance warranting an override of the suggestions.

## 7. DEGREE OF SPECIFICITY

The degree of specificity required in an EIR will correspond to the degree of specificity involved in the underlying activity which is described in the EIR.

- (a) An EIR on a construction project will necessarily be more detailed in the specific effects of the project than will be an EIR on the adoption of a local general plan or comprehensive zoning ordinance because the effects of the construction can be predicted with greater accuracy.
- (b) An EIR on projects such as the adoption or amendment of a comprehensive zoning ordinance or a local general plan should focus on the secondary effects that can be expected to follow from the adoption but the EIR need not be as detailed as an EIR on the specific construction projects that might follow.

## 8. EIR AS PART OF GENERAL PLAN

The requirements of an EIR on a local general plan, element or amendment thereof will be satisfied by the general plan or element document, and no separate EIR will be required, if: (1) the general plan addresses all the points required to be in an EIR by Article 9 of these Guidelines and (2) the document contains a special section or a cover sheet identifying where the general plan document addresses each of the points required.

DOCUMENTS FOR ENVIRONMENTAL IMPACT REPORT ON SONOMA COUNTY GENERAL PLAN  
PURSUANT TO REGULATIONS IN CALIFORNIA ADMINISTRATIVE CODE, TITLE 14,  
DIVISION 6, ARTICLE 9

Document	II. Community Development Element
1.	Association of Bay Area Governments (ABAG), A Local Perspective of Regional Growth, November, 1974
2.	ABAG, Areas of Critical Environmental Concern, Review Draft, June, 1975
3.	ABAG, Regional Plan: 1970-1990 San Francisco Bay Region, July, 1970
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